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YOUTH: THE FORGOTTEN GENERATION

A STUDY OF SKILL TRAINING AND APPRENTICESHIP PROGRAMS IN METROPOLITAN TORONTO

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VOLUME III

POLICIES AND PROGRAMS

YOUTH: THE FORGOTTEN GENERATION

VOLUME III

POLICIES AND PROGRAMS

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CHAPTER 1

THE POLICY GAP

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1.1 POLICIES AND TRENDS

Youth as a Priority

Although youth today still comprise 20 per cent of the population in Ontario no level of government sees them as a priority group for special assistance to enter the permanent labour force. The federal government ranks youth third as a group targetted for special help in gaining employment. Women and the disabled precede them in priority. Similarly, those youth who have left school do not qualify for the majority of provincial programs. Students, and not unemployed youth are the province's priority. Youth are not a priority at the local level either, since municipal programs are basically adult oriented.

The Absence of a Youth Policy

There is not a stated government policy on youth at any level. In fact the emphasis government places on youth cannot be ascertained without scrutinizing program priorities. Existing programs will do little to alleviate the employment problems of hard-to-serve youth.

Programs Reflect the Policy Gap

Many initiatives are taken to seemingly respond to the needs of the unemployed. Yet on close perusal it can be seen that those initiatives do not help the employment situation very much. For example, the federal government, through the Program for Employment Disadvantaged (PED) has created fewer than 200 jobs for disadvantaged youth in Metro Toronto since the program started in May 1981. Although the Canada Employment and Immigration Commission officials we interviewed were enthusiastic, it is obvious this program will make little if any difference to youth unemployment in the Metro area.

Similiarly, Employer Sponsored Training (EST) in Ontario and Critical Trade Skills Training (CTST) nationally also fail to come to grips with the problems facing our target group. These programs were introduced to

stimulate growth in the private sector and provide adjustment of labour market imbalances in highly skilled occupations. The thrust of EST is to motivate employers to assume responsibility for training their work force, and to take an active role in coordinating and administering industrial training. CTST directs training in high-tech areas of industry. These programs generally apply to those already employed. Neither addresses the problem of removing barriers to employment for those with entry level skills.

The Ministry of Colleges and Universities established Community Industrial Training Committees (CITC's) as a community-business support system for training. These committees, made up of industry representatives and concerned members of the community, advise government on industrial training policies and establish programs and priorities in Ontario. They are voluntary organizations without accountability and should include one member of the local community college, a Canada Employment Centre counsellor, and a representative from the board of education. The Committees are encouraged to seek the advice of specially trained individuals in ministries and federal departments who can assist in performing specific tasks. They are also known as Industrial Training Advisory Committees (eg. East Metro ITAC).

There are currently sixty-one CITC's active in Ontario; four of these are in Toronto. They function as a bridge between community and government. Under a CITC proposal participating local employers agree to increase their training of employees in critical skills occupations in return for increased assistance from governments. However there is still a need to narrow the gap between the focus on high-tech training and entry level skills training.

The Ontario Manpower Commission (OMC) controls the allocation of funds for provincial youth programs through its Youth Envelope. Its framework is intended to ensure the coordination and continuing development of Ontario manpower activities for youth. However, the province has concentrated its youth employment initiatives on providing young people, primarily students, with job-related work experience.

The Ontario Youth Secretariat plays an active role in promoting youth oriented programs. This body serves youth in several ways by developing policies, information services, employment initiatives and special projects. Information service is provided (through publications and seminars conducted for secondary schools and youth service organizations) on employment statistics, job search techniques and community service information. The Secretariat has helped launch youth employment programs including: the Experience Program, the Ontario Youth Employment Program (OYEP), and the Ontario Career Action Program (OCAP). Special projects include Ontario Career Week, and the recent establishment of the Ontario Youth Employment Counselling Centres which assist disadvantaged youth to enter the work force.

The Ontario Youth Employment Program is administered by the Ministry of Municipal Affairs and Housing and has a $36 million budget for summer work experience programs for students. The Ontario Career Action Program is a year round $10 million youth training program administered by the Ministry of Colleges and Universities Manpower Training Branch. There is currently a serious imbalance between Ontario's emphasis on summer youth programs and year round programs for out-of-school youth.

Other ministries independently administering a wide variety of programs for youth include:

Ministry of Intergovernmental Affairs
Ministry of Culture and Recreation
Ministry of Agriculture and Food
Ministry of Community and Social Services
Ministry of Correctional Services
Ministry of Health
Ministry of Industry and Tourism
Ministry of Labour
Ministry of Municipal Affairs and Housing
Ministry of Natural Resources
Ministry of Northern Affairs
Ministry of Attorney General
Ministry of the Environment

The majority of these programs are summer employment opportunities providing work experience, leadership training, and co-operative education placements for only a select number of individuals, primarily students.

At the local level, there is widespread understanding that youth's special needs are not being met; nor is there an articulated youth policy for Metro Toronto. While a limited number of youth are involved in adult oriented rehabilitation programs the group is not specifically recognized in any one program. This aspect will be discussed later in the Report.

The Issues

During our investigation a number of issues emerged:

- The failure of employment centres to attract and serve disadvantaged youth.
- A major imbalance between summer employment programs for students and year round programs for all youth.
- Lack of coordination among programs delivered by a large number of ministries.
- Inadequate information and poor marketing strategies for existing programs.
- No agreement between the federal and provincial governments regarding sharing the responsibility for education and training.

A detailed picture of available programs can be seen in the next chapter. Federal programs reflect a real concern for the stimulation of economic growth which is hampered by a lack of skilled workers. Programs such as the Canada Manpower Training Program (CMTP) and the Canada Manpower Industrial Training Program (CMITP) were designed to upgrade the skills of the employed who are referred by the CEC offices and who show an interest in, and qualify for training in a particular skill. While there is a small "special needs" component to these programs, very few deal directly with unemployed disadvantaged youth.

The Canadian Employment Centre is at a disadvantage in that its bureaucratic nature alienates and frustrates unemployed youth. The offices have no personnel specifically trained to deal with youth-related employment problems, there is no youth counsellor provided, and the vast majority of job postings require experience or a higher level of education than most school leavers have.

As stated in the 1980 Ontario Strategy for Youth Employment Study, "Overall, full-time students gained 87 per cent of all the jobs made available to Ontario youth and 89 per cent of the funds (1979-1980)".

There seems to be a new thrust to the provincial programs. Don Ahrens, Manpower Training Branch, says OYEP funds will be cut back from $36 million to $26 million next year. At the same time the OCAP budget is being expanded from $10 million to $20 million in an effort to increase opportunities for unemployed youth. As well advertisements for OCAP program participants have appeared recently in the classified section of daily newspapers. This could reflect a new provincial awareness of changing youth needs. We were also told that a self awareness training component would soon become part of OCAP. No statistics are kept as to the number of ethnic or disadvantaged youth who are in the program.

Another issue is the lack of available and reliable data on the youth labour market. The Ontario Manpower Commission admits there is a need to update the data base on unemployed youth in Metro Toronto and Ontario. At most, OMC projections concerning labour opportunities in the 80's and beyond are really only guesses. Canada Employment and Immigration Commission projections of occupational requirements in 1985 are based on occupational data from the 1976 census.

Industry is reluctant to accept the quality of CMTP and CMITP programs delivered in post-secondary institutions. This has prompted the federal government to consider the establishment of federally run independent training centres. This would mean the emergence of institutions parallel to the existing post-secondary system. As Dr. Bette Stephenson, Minister of Education/Colleges and Universities pointed out in her speech to the

Conference of Ministers with Manpower Responsibilities in Quebec City in September, 1981:

> "By-passing the provincial training infrastructure would remove the onus on our institutions to change in accordance with the requirements of the labour market."

The main question is: who really has the responsibility for skill training, apprenticeship and job preparation? The jurisdictional questions serve only to muddy the waters and until this problem has been dealt with the battle over funds and priorities will go on and on.

Conclusions

There is a general lack of coordination between federal, provincial and municipal levels of government. A serious information lag, an overall lack of policy and inconsistent program development have left that portion of the youth labour market which is least capable of gaining employment with little or no assistance. The current inflation and unemployment levels and entry of women into the labour force have intensified the competition for jobs and the youngest, least educated and least well connected face the greatest number of barriers. In addition, job creation cannot be ignored as a pressing need. The stimulation of good well-paying jobs would effectively help with youth unemployment while benefitting the economy as a whole.

Those youth between the ages of 15 and 24, while representing more than twenty per cent of the population, are third or fourth in priority for programs behind the disabled, women and natives. The resulting misallocation of program funding, in the absence of a national youth employment policy, will lead to the possibility of a future labour force which is not prepared for productive employment. Consequently, limited mobility, poor training and a welfare mentality will ultimately limit youth's ability to help themselves.

We believe that employment opportunities for youth is a key issue that must be addressed in a national economic plan. The high levels of youth

unemployment coupled with the low level of their academic achievement and limited skills development has implications for adult unemployment a few years from now. Therefore employment policies developed to cope with the needs of the 80's should be flexible enough to respond to the changing labour markets and labour force profile of the 90's.

The proposed federal reduction of funding to the provinces for post-secondary education, particularly for entry level skills training and upgrading programs (BTSD) is unacceptable since this will impose severe additional barriers for disadvantaged youth. Established program financing must be maintained.

Most programs address only one of the barriers to full-time employment: work experience. They tend to benefit those youth who have succeeded in the education system and have not been adversely affected by social circumstance. Others who need special training before they qualify for other programs are hopelessly stranded. Adequate preparation can only be acquired through services such as career counselling and pre-employment training. Today secondary school graduates as well as school leavers display little preparation for the labour market. Schools must change to rectify the deficiency and the Ontario Ministry of Education must assume responsibility for assisting them.

In his statement "Building a Stronger Economy" delivered in October 1981, Hon. Frank S. Miller, Treasurer of Ontario, stated that the federal government must work towards a leaner and more efficient public sector. We believe this applies to the provincial government as well. There are seventeen different provincial ministries administering youth employment programs on an ad hoc basis with each program subject to yearly budget reviews. There should be a provincial youth policy supported by all provincial ministries but only one ministry responsible for program coordination, program publicity, promotion and marketing. Only if programs are integrated into the mainstream of labour market requirements and not left as add-ons, discretionary elements or good will gestures, will youth be assured of assistance.

A re-examination of all programs in light of the changing profile of the youth population that has taken place in the past decade is necessary. An effort must be made to ensure the availability of basic training in literacy, job readiness and job orientation to ensure that disadvantaged youth become productive members of society and not burdens to the taxpayer.

There must be an improved system for collecting and analyzing labour force data on youth employment to assist in forecasting labour market trends. As the Work for Tomorrow (Allmand) Report points out, the data and the forecasting must attempt to reflect national, regional and local labour force supply and demand trends.

That report also states that those who know the local area best have a better understanding of their employment problems and appropriate solutions. Recommendations in the federal report entitled "Labour Market Developments in the 1980's" are similar and point out the need for intensive counselling and career planning, employment support services and entry level training programs. We fully concur; but present federal thrusts seem to contradict these reports.

Long term solutions must recognize the crucial need for real effective cooperation between federal and provincial governments, municipalities, education, labour and industry to identify national employment priorities. There must be alternatives to UIC and welfare benefits, dead-end jobs and the accompanying depression affecting a growing number of youth today.

1.2 THE ROLE OF THE BUSINESS COMMUNITY

This section of the Report discusses attitudes and ideas of the business community which were surveyed during the course of this Study. We met with a wide range of firms and associations in the manufacturing and service industries, including Bell Canada, De Havilland Aircraft Limited, Canadian National Railways, Ford of Canada, Good Year Rubber, Supreme Aluminum, Humpty Dumpty Potato Chips, Dom Glass, Purolater Couriers, National Trust, DGR Packaging, Alcan Canada, Grafton Frazer, Tippet Richardson Movers and others. Representatives of various associations

were also interviewed: The Canadian Restaurant and Food Service Association, The Ontario Hotel and Motel Association, The Canadian Manufacturers Association, The Metropolitan Toronto Board of Trade and the Canadian Federation of Independent Businesses.

The Attitude of Business and Industry Toward Youth as Employees

The majority of opinions expressed by the business world reflected a sense of responsibility toward increasing employment opportunities for youth within the bounds of practicality. Reasons cited for not employing youth applicants were the economic situation, and youth's lack of skills and work experience. These were consistent with the reasons given by the youth interviewed as reported in Volume II Chapter 2 of this Report.

Some firms which have positions to accommodate disadvantaged youth appear to have developed a negative attitude regarding youth's attitude towards work. Many employers felt that youth have lost sight of the traditional work ethic. Youth in entry level positions are seen to have low productivity, and in some cases, are subject to a high turnover rate. This attitude prevailed in those firms which offered low-skill positions, a low rate of pay and little or no hope of advancement. In firms where a chance to move into an apprenticeship position is offered (e.g. Supreme Aluminum) a more realistic attitude toward youth was apparent. This firm expresses guarded optimism on the subject, explaining that a few should not bias industry against the majority.

Despite the depressing observations in the previous paragraph, many others commented that the age of 'job disinterest' has passed and today's youth is interested in a chance at long term job security. This supports the conclusions in the Youth Unemployment in Metropolitan Toronto Study of the Social Planning Council. Those interviewed observed that co-workers felt positive about youth employees, and generally noticed youth's increased willingness to work over the past decade. A spokesman for General Motors stated that, "Youth today are more responsible than in the past".

It is also important to point out that industry does not merely want to hire youth for make-work positions. It is recognized that industry has a responsibility to rejuvenate the labour force.

Major Obstacles to Hiring Youth

The greatest perceived obstacle to hiring youth and training them for permanent employment is the difficulty in analyzing the cost benefit of assuming such responsibilities. We suggest that the following benefits accrue:

- Lower present and future social costs for the community;
- Improved provincial and federal budgets by reducing expenditures for income maintenance, unemployment compensation, and increased tax revenue;
- Cost saving to the employer for recruitment and labour turnover;
- Increased labour productivity in operations over the long term.

Some businesses also commented that government grants intended to hire youth have been redirected into equipment purchases. Another concern revolved around the quantity of government red tape and paper work involved in utilizing some programs. Several people also commented on youth's lack of understanding of the production mode as a whole. The industry representative for DeHavilland Aircraft said "Kids don't know what is expected of them; they're taught non-conformity in school and now are forced in the work place to conform, to cope".

Government pressures on industry to change hiring practices has perhaps overloaded the situation. This problem is magnified by the size of the youth labour force, and greater youth participation rates. In addition, large firms often hire through current employees, who refer friends or relatives to the company and much hiring takes place from the company bulletin board. Such practice is defended with arguments that outside hiring is disruptive and this ensures the smooth flow of work. We would question this since any new entrant is less productive because of a lack of experience. Equal opportunity for women, natives and the handicapped also make the competition for positions at the bottom of the job pyramid intense and disappointment widespread.

We found that many firms have rigid hiring standards and educational requirements for new employees that are unduly high for most jobs.

Although the educational level of the labour force has risen significantly, the hiring standards of large organizations have risen faster. High school graduation is now required for new hirees by C.N.R., Ford and G.M.; whereas forty years ago these firms did not even ask for an elementary school education. The problems are magnified because new workers tend to be better educated than many of their superiors. Employers are not always realistic in their expectation of (youth) employees. As well, youth tend not to know what to expect in the work world. They need help to select careers that suit their talents and will achieve their goals. The schools and industry must be better integrated, particularly because the education system does not meet the needs of many who leave school before completing their program. This is an important barrier to overcome.

Some of those interviewed commented that youth are not desirable employees because they tend to show a lack of consideration for co-workers. A realistic understanding of youth behaviour would tend to ease a delicate situation. Some firms, such as Supreme Aluminum, have recognized this and have taken steps to ensure the development of a greater understanding between young employees and supervisors. They have found that the additional attention has inspired improved productivity and attitude change on both sides. Some businesses felt that current youth unrest is related to the breakdown of family discipline and expresses a desire for guidance. As the spokesman for The Canadian Electrical Manufacturing Association put it, "They will continue to test to find out what their limits are".

Industry tends not to accept responsibility for the declining number of job opportunities they offer. The home, the education system, union influence or government policies are blamed for the problem. Naturally these variables affect the situation but the solution rests with employers.

Current Initiatives and Suggestions for Improvement

Specific policies dealing with adjustment to the work environment can ease the transition to the workplace for entry level employees. Some firms outlined plans to use a "New Employee Orientation Program". Such a program is designed to provide new employees with pertinent information

concerning their positions, the union, work expectations and opportunities for advancement. Employees thus enter the new and often strange world of work with realistic expectations of the work environment and the people they will be working with. The old "hourly employee" self-image is replaced by the feeling of being "part of a team". This is a sound example of progressive employment practice which promotes maximum productivity. Another example is the use of affirmative action to reduce entry barriers and enhance promotion prospects. Such a program could be tied to job creation and enhanced training opportunities.

There is support for the idea of adjustment initiatives to enable young employees to be oriented to the work situation. It is business' responsibility to ensure that managers do not isolate themselves from workers, but instead instill leadership by example. This kind of reinforcement results in pride in one's work. It is important that youth training programs emphasize this fact. Perfect employees at all levels result from a slow ongoing process of upgrading and counselling.

Employees can no longer just be imported or pirated from other firms. Employers must take more responsibility to ensure a continuing supply of trained personnel. Such a goal is difficult to achieve, since the majority of businesses in Ontario employ 20 people or less. These firms were established by skilled tradesmen who left other firms and who have few management skills. As a result few of these firms are capable of doing long-term manpower planning, and they have no manpower inventory. Thus the government has an obligation to the public to assist small business by making available the most recent and concise labour market information.

Some firms that have no training programs specifically for youth are offering opportunities to summer students and many have done so for a number of years. The extension of such positions throughout the year would expand the number of useful work experiences for many disadvantaged youth.

Another approach to the problem is "job sharing". Job sharing allows time to the employee for educational or skills upgrading while earning income.

It is a better choice than part-time work which is often unskilled and poorly paid. Participating employers gain flexibility and higher productivity levels. As the demand for higher skilled workers in industry increases, the job sharing idea could offer a promising solution. It combines real work experience with theoretical development which is similar to the objectives of school co-operative education programs.

Toronto, with a high concentration of unemployed resulting from its migrant population, its poor, immigrants and out-of-school unskilled, could set an example to industry across the nation. Urban industrial policy in this area must be examined. The large industries are hampered by external barriers (such as collective agreements and labour relations policies) to the entry of youth into the labour market. The loser is the prospective employee. The overlapping of policy in the areas of hiring qualifications and allocation of responsibility also combine to:

- Make obtaining work difficult;
- Produce jobs lacking in stimulation;
- Lower chances of new employee development programs;
- Contribute to poor strategic manpower planning to meet future needs.

The unions, in their struggle to ensure job security, have exacerbated the problem. The use of seniority as the criterion for rationing employment opportunities and the short (30 to 60 days) probationary period leading to full seniority rights and grievance procedure protection forces management to be, for its own protection, very selective in its hiring process. Both also increase the risk and cost of putting some workers on the payroll. If the probationary period were lengthened there would be greater opportunities for disadvantaged youth who need more time to adjust to the world of work.

There is no doubt that hiring youth, particularly the disadvantaged, has its difficulties. Nevertheless, they must be given every opportunity to become an asset to industry. What is needed is a drastic change in current attitudes and practices toward youth. This must be reflected in hiring

practices, training opportunities and management's ongoing working relationship with employees as well as its influence on government and labour.

1.3 THE ROLE OF ORGANIZED LABOUR

This section of the Report discusses the impact of organized labour on youth unemployment. We met with representatives of several unions, including the United Auto Workers (Ford and General Motors), the United Steelworkers, the International Molders and Allied Workers Union, the Union of Rubber Workers, the Ontario Federation of Labour and the Labourers' International Union of North America. Other unions such as those working in cooperation with Canadian National Railways, Bell Telephone, DeHavilland Aircraft, Alcan of Canada and Dom Glass were referred to during discussions with those corporations.

Labour's effect on management hiring policy and inhouse training are important issues relating to this Study. Both positive and negative influences are directly attributable to the very regulations that have been implemented to ensure proper pay and career development for all union members.

Influence on Hiring

Hiring policy in union shops is dictated by the collective agreement. It embodies the rules laid down by management and the union to promote the mutual interest of the company and it's employees, and to provide orderly and prompt disposition of grievances. It also maintains mutually satisfactory hours, wages, working conditions and efficiency. It was pointed out that some unions in the trades fields were believed to have limited the number of qualified tradesmen in order to preserve demand by creating an artificial shortage. Leslie Gordge, policy analyst with the Ontario Ministry of Colleges and Universities, believes this can be rectified by liberalized union by-laws reducing the ratio of apprentices assigned to each journeyman.

In unionized shops the selection of new employees has been limited by the union. Collective agreements typically state that any job openings or

opportunities for apprenticeship must be posted on the company board weeks before going public. As a result non-members or outsiders are inhibited from competing for positions they may qualify for. This, together with limits on hiring because of journeyman ratios imposes severe entry barriers to youth even though it ultimately strengthens the bargaining power of labour. The ultimate result to industry will be a slowing of economic growth. Artifically high age and education requirements and demands for job experience also present problems for youth. The type of employees chosen as a result of these selection criteria was exemplified by the training candidates we spoke to at Oshawa's G.M. plant. Each of these trainees had friends or relations working at the plant, had completed high school, had often taken college courses or had worked for at least one year on the line before entering apprenticeship training through their contacts. There was no visible minority representation amongst them.

If this worker profile were extended to factory work and trades related opportunities, it would be of particular importance to our target group. These fields are those which disadvantaged youth have historically entered. The OFL's recent campaign against racism is a positive step toward breaking down barriers to full employment opportunities for everyone. It is proof that organized labour is aware of the problem and is responding to it.

Labour/Management Perspectives

Both management and labour expressed forthrightly their views on youth related issues and each had good news and bad news comments.

The Ontario Federation of Labour spokesman for unions addressed seven issues:

- Apprenticeship training in Ontario lacks direction. There are no policies to direct the program. Labour is consulted ipso facto by industry. The OFL supports a much lower apprentice/journeyman ratio than either industry or the government: to allow for a better educational environment and to maintain safety standards they support about an 8 to 1 ratio. There is also a need for pan-industry standards of training.

- School board work experience programs are not a particularly meaningful introduction to the working world. Short periods of watching work or doing menial tasks should be considered as an enrichment program. Guiding principles and policies are needed to define work experience programs.

- There is no objection to co-operative education programs per se. Participants should be paid at the rate agreed to in the collective agreement. Programs at non-union shops do not give students realistic work experience.

- Union representation on Community Industrial Training Committees is only token. As a protest, the O.F.L. is boycotting certain CITC's. In some cases training programs developed are for particular industries that are represented on committees instead of reflecting the training needs for the area.

- Employer Sponsored Training Programs do not offer adequate broad based training. EST tends to be far too specific to allow for the necessary mobility and retraining the current labour market is demanding. EST creates few opportunities for young job hopefuls because it is easier for industries to retrain older, more experienced workers.

- The OFL supports the Grant Levy System. It must be a mandatory system implemented on a sectorial basis, developed and administered in each sector by industry and labour representatives. The provincial government would play a supervisory role only.

- The Canada Manpower Training Program is a poor training system, slow to react to labour needs, and often training for non-existent jobs.

Some of the general comments made by non-union businessmen follow. Bell Telephone pointed out the difficulty that would result from opening up hiring practices for more eligible youth because this is in direct conflict

with union stands on employment and job security. The representative went on to say that the problem is not insurmountable; but change is a slow process, a matter of political survival for the union leaders. Spokemen for DeHavilland Aircraft said the union was cooperative and in some cases inspired the initiative necessary for some undertakings. The Canadian Manufacturing Association said, in their opinion, the unions lined up behind the economy, education and attitude as the fourth barrier to full employment for apprentices.

DeHavilland Aircraft also felt that unions slow down the development of new courses by the Ministry of Colleges and Universities because of controversies over certain format problems. On the other hand, the Carpenters' union felt that the main barrier is the scarcity of positions for first year apprentices. This is a problem that a spokesman for M. E. Butt Construction summed up by saying:

> "The firm cannot afford to hire another first year apprentice. He costs $12.00/hour and doesn't know anything. Would you hire a man to come to your home to do some work at that price if he didn't know anything? The unions have pushed the wages up too high.
>
> You ask them to stay an extra 10 or 15 minutes at a job and they will not. They get $400 per week so they can afford all the luxuries in their off-time, so they don't want to work overtime."

Employers are discouraged on two counts: firstly, because of the high union wage demands, and secondly, because of the low cost benefit related to the poor productivity of a first year apprentice. Unions, such as those related to the electrical and electronics industry feel that industry must expand apprenticeship. However they do not seem willing to lower their wage demands to ease the process. The Carpenters' Union said businesses retaliate by hiring cheap youth labour instead of more expensive full-time union members. This, then is the threat youth pose to organized labour. The UAW (United Auto Workers) representative felt that the system does

not provide for the resolution of this issue so young people can be drawn into the work force. The UAW also felt that current problems were the result of Canada's economic instability and management's poor support of training in both large and small firms. In agreement with industry, the UAW feels the first move to redress the whole situation must be made by government.

In light of all these comments it is apparent that problems have been recognized and strategies for their solution is clearly the next step.

Business and organized labour are the two bodies with the best understanding of the labour market. Together with government, which is in a position to develop long range plans, they are in a position to co-operatively reduce the problem of unemployed youth in Canada. The investment made in the short run is ultimately more profitable than the costs incurred in the long run.

CHAPTER 2

APPRENTICESHIP AND PRIVATE TRAINING CENTRES

CHAPTER 2

APPRENTICESHIP AND PRIVATE TRAINING CENTRES

2.1. APPRENTICESHIP

Introduction

Apprenticeship is the world's oldest formal system of learning. Long before the education system moved to the classroom skilled craftsmen were training eager youth in their chosen fields by actually allowing them to do the work. The best experience for a job is a job and that is the basis of apprenticeship. This effective method of training is, in light of current and projected labour demands, the key to the expansion of our industrial base. Canada must try to strike a balance between its abundance of natural resources and the pool of skilled labour necessary to harvest, refine and manufacture.

There are over 200 skilled trades that are formally recognized in Ontario. Each of these trades, whether in regulated or non-regulated fields is administered through its own program. Only in the past decade have many of these trades voluntarily come under government regulation. The vast majority of the skilled craftsmen currently working here did not go through their apprenticeship in Canada. Countries such as Britain and Germany, where apprenticeship has been in use for centuries, have up until now supplied the majority of Canada's skilled labour needs. As the current apprentices age, steps will have to be taken to ensure an adequate supply of trained replacement personnel to meet labour market requirements. This cannot be done without the cooperation of industry, labour and education.

To be eligible for apprenticeship in most trades, one must be at least 16 years old and have completed Grade 10, or the equivalent. For those who do not have proof of these minimum requirements, the Apprenticeship Branch of the Ministry of Colleges and Universities administers an admission test. Nevertheless some unions require a Grade 12 diploma and restrict admission to union members currently holding unskilled positions in

a related field. Other factors are taken into account before an apprenticeship position is offered: the reason the individual wants to take the apprenticeship training, future career aspirations, the impact of loss of seniority and a possible drop in pay if the individual moved from the shop floor to an apprenticeship. An apprentice in both regulated trades (governed by Ontario regulations under the Apprenticeship and Tradesmen's Qualifications Act) and non-regulated trades must sign a contract with the employer which specifies conditions of work, hours, wages and training.

Our assessment of apprenticeship has focussed on its relevance to disadvantaged youth. In particular we have looked at admission requirements, entry barriers, and government's place to coordinate the program with education, industry, labour and other institutions. Recently the Toronto Board's Delawana Report, the Report of the Secondary Education Review Project (SERP), and the Work For Tomorrow Report have made recommendations to improve Ontario's apprenticeship program. We concur with many of their findings.

Inhibiting Factors

There are a number of factors which greatly inhibit a disadvantaged youth's chance of entering apprenticeship. Unrealistically high entry qualifications, difficult admission testing (Progressive Achievement Test) for those without a high school graduation diploma, apprentice to journeyman ratios, and union rigidity all impact the situation. In addition, scarcity of apprenticeship opportunities, difficulty in finding an employer and the reluctance of employers to hire someone directly from school add to the problem.

Finding an Employer

The November 1981 SERP Report, in the section dealing with school and the work place, refers to the difficulties experienced by students in finding apprenticeship positions. The report points out that, "There is a reluctance on the part of both management and labour to accept students directly from school for apprenticeship programs".

Hal Beggs, Director of the Apprenticeship Branch points out, "It should not be forgotten that most apprenticeships in Ontario are filled by employees

who are taken from the shop floor by the employer." 51 of the 71 apprentices we interviewed confirmed this.

There is very little assistance for those youth who want to go directly from the tech shop at school to the shop floor as an apprentice. The Canada Employment Centres do not have staff specially assigned or trained to help youth find apprenticeship positions. One member of our research team posed as a would-be apprentice and went to a local CEC office to seek assistance in locating an employer. He made it clear that he was academically qualified. He referred to the Ontario Ministry of Colleges and Universities booklet "Apprenticeship and You" which states that the CEC provides "information on job opportunities in specific trades or areas of the province". The counsellor knew little about apprenticeship, had no knowledge of the job market in that field nor where the client should go for more assistance. The counsellor concluded the interview with the statement, "Furthermore I don't think I would be able to help you find an employer for apprenticeship, since employers don't like taking first year apprentices anyway".

This may be an isolated incident, but it serves to illustrate the lack of coordination between the Apprenticeship Branch and the Canada Employment Centres. Nor is the secondary school system able to assist graduates to find employers for apprenticeship. A secondary school guidance counsellor interviewed pointed out that schools have neither the time nor the resources to assist young apprenticeship hopefuls. Some technical teachers have contacts in industry where students are referred, but these tend to be for students with the greatest potential for success.

A young person with no work experience is at a great disadvantage when given full responsibility for finding an employer willing to invest in apprenticeship training. As Sue Cameron of the North York Youth Employment Service points out, "Young people don't know how to sell themselves to employers; they're insecure and inexperienced." The difficulties are compounded by the following:

- Immigrant youth may have language difficulties.
- There may be social or cultural impediments to easy hiring.

- Youth lack the kin/friendship network that tends to enable apprenticeship positions to be found.
- Employers do not believe apprenticeship training is cost effective.
- Many employers believe youth do not make reliable employees.
- Since there are so few positions for the number of applicants only the "cream of the crop" will be selected.

Academic Requirements

Under the General Regulations of The Apprenticeship and Tradesmen's Qualifications Act entry level qualifications state that the apprentice must be:

a) at least 16 years of age and has Grade 10 standing or other qualifications determined by the Minister as equivalent thereto; or

b) has the qualifications that are prescribed in the regulations of the trade.

Many unions insist upon a Grade 12 standing before admitting applicants to their affiliate. Our investigations revealed that 90 per cent of those interviewed in apprenticeship had at least secondary school graduation diplomas.

The Progressive Achievement Test (PAT) enables a person who cannot prove Grade 10 achievement to be admitted to apprenticeship. That test is an anomaly in today's educational environment for the following reasons:

- It is structured and administered as a formal I.Q. test, the design of which is not culturally sensitized to Ontario's multicultural community.
- It is oriented towards the U.S. experience.

We understand such tests are no longer commonly used in the secondary school system. We interviewed one of the examiners who administers the PAT. He told us that 50 to 60 per cent of those attempting the test for the first time fail. He himself felt it would be difficult to complete within the required time.

The PAT is not a frequent determinant for admission to apprenticeship. Nevertheless, it is the immigrant or school leaver who is the most likely candidate for its use. Given that such youth generally have low self-esteem already, and many have suffered failure in an institutional environment, we question the value of continuing such a test.

Women in Apprenticeship

There are still very few female apprentices. In 1978 only 15 women out of 21,000 were apprenticed in the industrial trades. Out of a total of 29,165 apprentices (including the service trades) there were only 450 women. Apprenticeship does not yet facilitate the movement of women into skilled (or non-traditional) jobs. The increasing participation rate of women in the labour force must be reflected in new policy formulation and facilitating mechanisms to enable them to enter apprenticeship. More and better marketing strategies must be developed to encourage young women to enter the skilled trades field. We note that of nine apprentices pictured on the cover of "Apprenticeship and You" four are female and three are visible minority - not exactly an accurate reflection, but something to aspire to.

The Cost/Benefit Myth

Many employers we interviewed expressed concern that there was little return on their investment of time and money in apprenticeship training. There is nothing in a contract that stipulates workers trained by one firm must stay with them during or after training. This leads to one firm pirating skilled men and women from other firms, followed by the upward spiraling wage costs of such action.

The cost of an apprenticeship has been studied objectively by a 1979 study into the costs and benefits of employers of apprentices by Currie, Coopers and Lybrand Ltd. They found that:

- Apprentice productivity (considered the largest single benefit in the program) produces a profit by the end of the second year of a five-year 5600 hour program.
- Apprentice wage costs in the fourth and fifth periods (when productivity is close to a journeyman level) are still lower than the

lowest journeyman wage, and is a profitable reason for training other than labour shortages.

- There is far less turnover than is generally considered by employers to be the case.

The uncontrolled, inconsistent nature of apprenticeship threatens the employer most during the first two years of an apprenticeship. The Currie Coopers Study concluded: "The quality of on-the-job apprenticeship training is a serious problem, with implications for short and long-term costs both to the employer and, ultimately, to the industry which is trying to secure a source of skilled labour."

High quality training can decrease the risk of loss, however. The cost of instruction is the second highest cost to the employer. This cost could be lowered by keeping on older employees in a training capacity after retirement. In some cases raising the salary of trainers may attract more and better qualified people for this role, which would possibly lower the dropout rate from the program and increase the productivity of the apprentice.

Apprenticeship Positions as They Relate to the Labour Market

Numerical restrictions written into the Collective Agreements discussed earlier in this volume limit the number of apprentice positions. As long as economic activity continues at a moderate or low level, unions will try to maintain high ratios of journeymen to apprentices in order to protect their jobs. Where the economy is at an active level such ratios are substantially lowered and a greater number of apprentice positions results. This is precisely the situation in Alberta today. The following table shows that apprenticeship positions are directly related to economic activity.

TABLE I

ONTARIO AND ALBERTA

Population - January 1981 - Statistics Canada Projections

	Ontario	Alberta
Population (in Millions)	8.26	1.84
Relative to Ontario	100%	22%

TABLE II

ONTARIO AND ALBERTA

Number of Registered Apprentices - Selected Trades

December 31, 1980

Trades	Ontario	Alberta
Carpenter	1,990	3,258
Construction Electrician	3,852	4,169
Plumber	1,814	2,362
Heavy Duty Equipment Mechanic	553	2,122
Motor Vehicle Mechanic	8,471	2,639

Source: Apprenticeship Branch, Ontario Ministry of Colleges and Universities.

Apprenticeship as a Priority Training Program

Both the federal Task Force on Labour Market Development and the provincial Secondary Education Review Project emphasize the importance of technical and vocational training. These reports go on to point out that students who study technical education for vocational purposes enter industry and may continue their education in a variety of ways, one of which is apprenticeship training. The Linkage program in secondary schools allows students to gain credits toward the in-school component of some apprenticeship programs before entering an apprenticeship. The relationship between Linkage and Apprenticeship must be enhanced. The need for a national government sponsored apprenticeship system has been voiced by some business representatives. Business must acknowledge that many of the facilities available to train the nation's skilled tradesmen are those found in their own plants. Training has been identified as a priority but only if action is taken will it become a priority. The Apprenticeship Act is 53 years old. High technological development has led many to

question the relevance of the Act in meeting current training needs in the current economic climate.

To ensure apprenticeship becomes an appealing option to the thousands who will be needed as skills demand grows there are definite fundamental changes that should be made to the program. Changes will need supervision and an increase in personnel to monitor the situation. There are currently only 78 enforcement officers for 30,000 apprentices in Ontario (1 to 400). There will also be a need for flexibility and portability of apprenticeship skills.

Many programs are currently too specialized; the skill learned cannot be adapted to other fields. Most positions (due to mechanization or production shut-down) result in much time spent in re-training in another area. Portability is also a problem. Apprentices in some fields cannot accumulate hours toward the completion of their programs if they work outside of Ontario. Particularly at a time when the location of the job market changes rapidly, this issue should be addressed. Without some assistance in a specific way, youth cannot break into apprenticeship.

Increasing the collaboration between schools and business to produce "well rounded apprenticeship training courses featuring balanced proportions of academic and on-the-job training"[1] will help those in the system but will not affect those who have left school early.

> "Until all companies are required to hire apprentices in an established numerical ratio to skilled employees, this country will continue to have a shortage of skilled workers.[2]"

The Need for Government Intervention

It is clear that without government intervention apprenticeship will not fulfill its potential as a key method of training a skilled labour force for the 80's and 90's. We believe that the following issues in particular need to be addressed:

1) Business and Industry must be encouraged to accept their responsibility to provide training.

2) Employers must be informed of the positive aspects of the cost/benefits to training as shown in the Currie, Coopers and Lybrand Study.

3) Barriers must be removed to enable entry into the program from secondary school.

4) Those without kin/friend networks, such as disadvantaged youth, should be assisted in finding employers.

5) Greater coordination and cooperation between the school system, provincial and federal governments is a necessity.

6) Marketing strategies for apprenticeship must be improved with particular encouragement for the participation of females and minorities.

2.2 PRIVATE TRAINING CENTRES

This section will review aspects of the programs at three established and two proposed training centres in the Toronto area. These centres provide training in conjunction with and sometimes as an alternative to that offered by community colleges. They are financed by differing combinations of private, union and government funding and operate under a variety of training guidelines. The Hamilton Industrial Training Centre is a training facility to supplement traditional programs. The program offered by the Labourers' International Union of North America, Local 183, is construction-oriented and union-organized. The incentive program at Metro's Adult Learning Centre is particularly relevant to the motivation to self-sufficiency of disadvantaged youth. Two proposed training facilities, one by the Joint Apprenticeship Training Fund Board for Hoisting Engineers and one by the Ontario Hostelry Institute are interesting examples of initiatives in response to specific current labour market needs.

Hamilton Industrial Training Centre

Founded in 1978, the Hamilton Industrial Training Centre (HITC) was established through the efforts of the Hamilton Industrial Training

Advisory Committee (HITAC) and the support of provincial and federal grants. The "Industrial Craftsmen Internship Concept" at HITC compliments the programs at Mohawk College. HITC offers training for industrial machinists, mechanics, electricians, fitter-welders and tool and die craftsmen. The programs in each skill area are offered in a modular fashion. This is believed to increase the portability of the skills developed. The modular set-up also decreases the time spent in training and allows for a diversity in training that conventional apprenticeship cannnot offer. This means training is less costly as well. HITC projects a training cost per person of $18,000 - $22,000. A recent Currie Coopers Study estimated training costs in industry for apprentices to be approximately $40,000 per person.

Operation of the centre is a joint venture: provincial grants cover the cost of equipment, renovations and the lease of the building; federal grants cover daily operating costs including staff, supplies, and utilities; industry lobbies for donations of equipment and volunteers time to program development, and staff support. There are eighty companies of all different sizes involved in the centre.

There are three different entry methods to the program, a Grade 12 SSGD diploma, mature student standing or entry through Mohawk College. The HITC Regional Assessment Centre evaluates each applicant by administering a DAT (Development Aptitude Test). Students who demonstrate some competence may only have to study areas in which skills development is needed. Each student is guaranteed on entry the right to complete the course which eliminates the problem of possible job lay-off which sometimes occurs in industry.

The current enrolment of 150 is expected to double in the near future. The first class of 33 people will graduate this year. The 26 staff members will also be increased and a second training shift will be introduced to increase the capacity of the program. At present industrial training is advertised through Mohawk College only and expanded advertising outlets are being considered.

Present and future employment needs of youth in training are being addressed in several ways:

- They are trained in sub-trades positions which prepares them for entry into journeyman training eventually.

- A special program is designed for Grade 12 students to assist them in making an advised career choice and offer advanced standing in the centre's training.

- Another project between secondary school and industry will involve Grade 9 girls. This group will come to the centre once a week for 22 weeks to develop an understanding for skilled work. An evaluation is planned to monitor changes in their course selection and career plans after this exposure to industry.

These projects will provide information as a basis for future program design. The HITC plans its own research to determine program revisions needed.

The Hamilton Industrial Training Centre uses a practical approach to training. Its program is competency based rather than time based. They believe the modular approach to training will produce workers with portable skills who will be able to function effectively in a changing labour market.

Labourers International Union of North America

The Labourers International Union of North America (LIUNA) focuses on improving the skills of members in the construction trades at their training and rehabilitation centre on Dupont Street. Courses offered to union members include blueprint reading, roadbuilding and highrise construction, as well as building maintenance. Only 10 per cent of the graduates are 24 years of age or younger but the courses are not beyond the capability of those who are not high school graduates. Training is not recognized by Ontario, but it is taken into consideration by many of the firms associated with LIUNA. Skills development is achievable here regardless of previous educational attainments. This training centre is not affiliated with any

college. However, the instructors are well qualified, experienced and capable of dealing with a wide variety of individuals at different levels of development. Many courses are held at night and the students receive no wage subsidy throughout the program. LIUNA offers construction labourers the opportunity to learn those skills some apprenticeships may include without the need for the individual to be employed by one employer. This is an excellent alternative for those who cannot find an employer willing to put them through an apprenticeship in the construction field. Training is available free of charge to anyone who is a member of LIUNA. Entry into the union is not limited to those who are currently working in construction. It is open to anyone over 16 years of age at a cost of $200 with a retention fee of eight dollars a month.

The Work Activity Program Incentive Allowance

The Metropolitan Toronto Department of Social Services offers basic skills training at their Lakeshore Road facility. The program is further discussed in Section 3.2 of this Volume. The Work Activity Program is designed to upgrade welfare recipients to a level that could qualify them for work as assistants in carpentry, upholstering and welding. The Adult Learning Centre's "incentive allowance" pay schedule is unique. Individuals in the program are paid up to one hundred dollars per month (over their GWA benefits) based on personal performance in ten categories. These categories include: attendance and punctuality, attitude, work quality, use of time and consistency, knowledge of vocational strengths and weaknesses and choosing realistic goals. Each category consists of 10 points: thus 100 points earned equals $100. By associating good performance with monetary return the centre is able to help the recipient to learn that a positive relationship exists between work and money. The learning centre is mostly adult oriented and only 10 per cent of those currently in training are youth.

Proposed Specialized Training Centres

There has been recognition of the need for specific skills development training centres. The Accommodation and Food Services Industry and Hoisting Engineer of Ontario (crane operations field) have developed proposals which could provide specialized training in these fields.

A report entitled A Manpower Study of the Accommodation and Food Service Industry in Ontario 1980 was produced by the Ontario Manpower Commission in cooperation with the Ontario Hostelry Institute. The findings revealed that a large number of establishments were having difficulty recruiting personnel to perform skilled service functions. The number of skilled workers needed in the industry was projected to be about 12,000 workers in the next three years. This report became the basis of a proposed facility to be a finishing school for chefs and hotel personnel.

This proposal was modelled after L'Institute d'Hostellery in Quebec which accepts youth for training from age 14 to 16. They graduate with a Grade 12 diploma and a service trade diploma by the age of 18. The Ontario plan was also youth oriented and intended to be a cooperative venture with George Brown College which currently graduates about 70 per cent of the Ontarians who enter the field. Our interview with the Canadian Restaurant and Food Services Association revealed that they disagree strongly with the findings of the Ontario Hostelry Institute study. This may be one reason why the proposal has not been approved to date.

At the Conference of Ministers with Manpower Responsibilities held in Quebec City in September, 1981, Dr. Bette Stephenson, Ontario Minister of Education said: "The establishment by the federal government of independent training centres would lead to the emergence of institutions parallel to our existing infrastructure."

We concur in principle with this statement. However, we believe there are instances when a flexible attitude is the key to the provision of training in particular fields.

The public sector has not supplied even token training in the field of hoisting engineers (crane operators) in Ontario. The International Union of Operating Engineers, Local 793 and a consortium of various employers associated with them have submitted a proposal to the Ministry of Colleges and Universities requesting approval to enable this group to have the exclusive right to train apprentice hoisting engineers in Ontario. The applicant, known as The Joint Apprenticeship Training Fund Board proposes

to operate a training facility that is open to all interested and qualified members of the public as well as union members. The program content will teach technical skills without any content relating to trade unionism. The Training Fund Board believes it can operate its facility effectively, be close to the market and sensitive to its changes while still staying within provincial standards and guidelines.

A further unique aspect of the Hoisting Engineers' proposal is that they already have a site which can operate year round and house a full size crane. There is no community college with such a facility. Thus, they are not proposing a parallel institution for training.

Such proposals if implemented will still need advice from Ministry personnel to plan training, develop curricula and set the standards and tests required for completion of a training program. An ongoing relationship between government, labour and industry will ensure that such private training institutions offer the best possible training programs for its trainees. Flexibility in approach does not have to result in duplication of training programs. The Secondary Education Review Project notes that many industries have specialized facilities and equipment which may be used in training students. Schools which no longer are in use can be converted into training facilities.[3]

We have concluded that there are a variety of situations that could enhance the existing training environment without interfering with the jurisdictional responsibility of government to provide education and training. Flexibility in delivery, cooperation in planning, sensitivity to special needs and the willingness to try new approaches are the keys to a more productive labour market of the 1980's and 90's.

FOOTNOTES

CHAPTER 2

1 Source: Manpower Requirements and Hiring Plans of Ontario Employers in Manufacturing Industries. Survey Results. Labour Market Information and Analysis. Office of the Secretariat, Ontario Manpower Commission, 400 University Ave. Toronto, M7A 1T7. October 1979, p. 16.

2 Ibid., pp. 60-61.

3 Source: Ministry of Education, Ontario. "The Report of the Secondary Education Review Project". Submitted to the Honourable Bette Stephenson, M.D., Minister of Education and Colleges and Universities. October 30, 1981, p. 54.

CHAPTER 3

THE PROGRAMS WHICH SERVE YOUTH

CHAPTER 3

THE PROGRAMS WHICH SERVE YOUTH

3.1 FEDERAL AND PROVINCIAL TRAINING AND EMPLOYMENT OPPORTUNITIES

The plethora of programs which serve youth defies ordinary understanding. Limited advertising and poor marketing strategies reduce their accessibility and decrease their effectiveness. Many programs which should serve the employment disadvantaged do not, and those that do, serve so few youth that they are only marginally effective.

Rather than making specific recommendations on a program by program basis we have decided to present a comprehensive picture of what is available. Only through cooperation and clear policy redefinition by both the federal and provincial governments will changes occur to benefit the unemployed.

The following tables illustrate those training and job creation programs offered by both the federal and provincial governments. The reader should take special note of:

- The youth-specific and non youth-specific classifications used to distinguish the programs;
- Training or employment oriented programs or incentive programs;
- Year round and summer (student oriented) programs.

These tables are a condensation of information booklets published by Employment and Immigration Canada, Youth Employment Branch and Ontario Youth Secretariat.

FEDERAL PROGRAMS ORIENTED TO YOUTH EMPLOYMENT

[illegible]ATION: TORONTO
PROGRAM TYPE: EMPLOYMENT INCENTIVES & PREPARATION
DURATION: YEAR-ROUND

* Program Not Youth Specific
** Program Youth Specific

SPONSOR	PROGRAM OR SERVICE	OBJECTIVE	COMMENTS	NUMBER OF PARTICIPANTS	ACTUAL EXPENDITURES ($000)	COST PER PARTICIPANT ($)
Canada Employment and Immigration Commission	Program for the* Employment - Disadvantaged	To stimulate continuing employment in the private sector for the physically or mentally handicapped and of other employment-disadvantaged persons who face special barriers securing employment.	This program was introduced on May 1, 1981. It is divided into two components with distinct placement targets and funding levels: one for the mentally or physically handicapped, and the other for other employment - disadvantaged. Each component comprises a three phase structure of wage assistance as well as contributions to cover program related costs.	Fewer than 200 youth in Toronto to date of publication of this Report.	Not Available	Not Available
Canada Employment and Immigration Commission	Canada Employment* Centres (CEC) (438 regular and 34 itinerant offices)	To help Canadians find jobs, employers to find workers, and to provide temporary income support in the meantime.	Labour market analysis, testing, counselling, placements, etc.	1,187,186 (youth registrations and revivals)	151,164.9 (total program); (45.6% youth participation or 68,931.19)	58.1
Canada Employment and Immigration Commission	Canada Manpower* Training Program (CMTP)	To meet the skill needs of the labour market and to improve the employability and earning capacity of adults through the provision of institutional training.	Data provided are for the total program. Approximately 52% is utilized by youth.	Full-Time 184,487	Full-Time 647,693.5 (Includes 386.3 million for course purchases, 103.6 million for training allowances, and 157.8 million for income maintenance from the Unemployment Insurance Fund.)	3,510.8
				Part-Time 51,276	Part-Time 8,710.8	169.88
Canada Employment and Immigration Commission	Canada Manpower* Industrial Training Program (CMITP)	To meet the skill needs of employers and to improve the employability and earning capacity of workers through the expansion and improvement of employer-provided training.	Data provided are for the total program. Approximately 47% is utilized by youth.	79,863	106,108.0	1,328.6
Canada Employment and Immigration Commission (Short Programs)	1. English as a Second Language (ESL)	To provide students with an introduction to Canadian culture and work environment.	Gives new Canadians a working knowledge of English. Program helps students to adapt previously learned skills and knowledge and apply them in an English speaking 24 week course.	Not Available	Not Available	24 week course; $12.50 per week
	2. Basic Training and Skills Development (BTSD) (CAAT Programs)	To provide academic upgrading needed before college studies or apprenticeship.	Must be 19 years or older; must be out of school 1 year.	Not Available	Not Available	16-64 week course; 4 level program $12.50 per week
Canada Employment and Immigration Commission	Basic Job Readiness Training (BJRT) (CAAT Program)	To provide life skills, work skills and academic background needed for employment.	Offers work experience and upgrading for the chronically unemployed.	400	Not Available	12 week course; $12.50 per week
Ministry of Colleges and Universities	College Vocational Program	To help students develop skills necessary for independent living and full-time employment.	Work training experience; days are divided between work and academic studies in basic subjects and skills; 1-3 year programs.	Not Available	Not Available	Students earn minimal salary
[illegible]anada Employment [illegible] Immigration [illegible]mmission	Work Adjustment Training Program (WAT)	To establish good work habits; improved work attitudes; develop self-confidence.	Youth 17 years of age and up, out of school for 12 months. Those with work related problems are placed with private industry or agencies.	Not Available	Not Available	Training Allowance of $20-$125 per week

FEDERAL PROGRAMS ORIENTED TO YOUTH EMPLOYMENT

LOCATION: TORONTO
PROGRAM TYPE: EMPLOYMENT INCENTIVES & PREPARATION
DURATION: YEAR-ROUND

* Program Not Youth Specific
** Program Youth Specific

SPONSOR	PROGRAM OR SERVICE	OBJECTIVE	COMMENTS	NUMBER OF PARTICIPANTS	ACTUAL EXPENDITURES ($000)	COST PER PARTICIPANT ($)
Canada Employment and Immigration Commission	Outreach*	To improve employability and access to employment for persons experiencing special difficulties in labour force entry or re-entry.	This program is not oriented to youth only but assists disadvantaged client groups of all ages. Participation rates by age are not available.	Anticipated direct jobs created: 3,500 placements into existing jobs: 48,000 (total program)	10,200.0 (Anticipated data for the total program).	198.1
Canada Employment and Immigration Commission	CHOICES* (Computerized Heuristic Occupational Information and Career Exploration System)	Experimental computer-assisted vocational counselling aid.	About 80% of the program is oriented to youth.	35,000 (total program) (youth-80% or 28,000)	310.0 (total program) Implementation costs only. Do not include costs of development and evaluation. 80%=248.0	8.86
Canada Employment and Immigration Commission	Canada Community* Development Projects (CCDP)	To support local organizations in the development of activities that will create short-term employment opportunities for the unemployed and are consistent with established national and regional priorities.	This new program was introduced during 1980-81 to replace the Canada Works program which had its final phase during 1979-80.	24,700 (total program) 9,370 (youth participants)	110,000.0 (total program) 43,288.0 (youth participants)	4,453.4 4,619.9
Canada Employment and Immigration Commission	Local Employment* Assistance Program (LEAP)	1. To provide the chronically unemployed with work skills; 2. To create long-term employment opportunities for them.	Data shown are for the total program of which about 42% is oriented to youth.	10,195 (total program) 4,281 (youth participants)	61,800.0 (total program) 25,956.0 (youth participants)	6,065.2
Canada Employment and Immigration Commission	Critical Trade* Skills Training (CTST)	To assist industry in training Canadians for trades and occupations requiring highly specialized skills.	Mostly apprentice type training. Approximately 70% of the participants are in the youth category.	4,102	7,505.0	1,829.6

FEDERAL PROGRAMS ORIENTED TO YOUTH EMPLOYMENT IN TORONTO

(STUDENT)

SPONSOR	PROGRAM OR SERVICE	SEASONALITY	TOTAL NUMBER OF PARTICIPANTS ACROSS CANADA	ACTUAL EXPENDITURES	COST PER PARTICIPANT
				($000)	($)
Agriculture Canada	COSEP and Summer Youth Employment Program (COSEP - Career Oriented Summer Employment Program)	Summer only	990	2,765.0	2,793
Canadian International Development Agency C.I.D.A.	Canadian World Youth (C.W.Y.) (Students)	Year Round	295Canadians 295Non-Canadians	5,300.0	8,983
Department of Communications	Student Employment Program	Summer	157	213.0	1,357
Consumer and Corporate Affairs	Food Talk '81 Product Safety Public Service Student Employment	Summer	150	350.5	2,337
Energy Mines and Resources	Summer Employment Career & Non-Career Oriented	Summer	266	909.7	3,420
Environment Canada	Summer Youth Employment	Summer	1,230	2,892.1	2,351
External Affairs	Student Exchange Programs	Year Round	14	39.5	2,821
		Summer	179	66.2	370
Fisheries and Oceans	Summer Youth/ Student Employment	Summer	620	1,404.0	2,264.5
Health and Welfare Canada	Departmental/Leadership Development Programs	Summer	1,277	2,540.6	1,989.5
Department of Justice	Summer Employment Non-Career Oriented	Summer	12	44.0	3,666.6
Labour Canada	COSEP, non-COSEP, and Federal Stream (COSEP-Career Oriented Summer Employment Program)	Summer	34	87.5	2,574
National Defence	Reserve Force/Cadet Training	Summer	19,849	12,600.0	635
National Research Council	Summer Assistant	Summer	297	956.0	3,219
	Science and Engineering Program (Students)	Year Round	226	864.0	3,823
Public Service Commission	Career & non-Career Summer Employment Programs	Summer	1,151	N/A	N/A
	Co-operative Education	Year Round	668	N/A	N/A
Revenue Canada	Student Customs Officers and non-Career Summer Employment	Summer	392	2,111.0	3,566
Secretary of State	Community Services and Youth Employment Program	Summer	4,733	11,789.4	2,490.9
	Katimavik	Year Round	1,089	12,100.0	11,111.1
Solicitor General	Youth Employment Program	Summer	1,800	4,600.0	2,556

PROVINCIAL PROGRAMS ORIENTED TO YOUTH EMPLOYMENT

LOCATION: TORONTO
PROGRAM TYPE: TRAINING, EMPLOYMENT INCENTIVE AND INFORMATION
DURATION: YEAR-ROUND AND SUMMER ONLY

* Program Not Youth Specific
** Program Youth Specific

SPONSOR	PROGRAM OR SERVICE	OBJECTIVE	COMMENTS	NUMBER OF PARTICIPANTS	ACTUAL EXPENDITURES ($000)	COST PER PARTICIPANT ($)
Ministry of Colleges and Universities, Government of Ontario	Ontario Career Action Program ** (OCAP)	To provide Ontario youth who have left the education system with opportunities to gain work experience and develop job skills	Work exposure and job skill training in a wide variety of employment fields in both the private and public sectors. A weekly provincial training allowance is provided to the individual trainees selected for a maximum of 16 weeks.	6,000	8,000.0	1,334.0
Ministry of Municipal Affairs and Housing Government of Ontario	Ontario Youth Employment Program** (OYEP)	To assist Ontario's farm and business communities in creating new employment opportunities for young people in Ontario	The program offers provincial subsidies ($1.25 per hour) to employers toward the wages of young people hired to fill newly created jobs.	50,000	28,000.0	560.0
Ontario Youth Secretariat, Government of Ontario	Experience 1980 and Experience 1981**	To provide young men and women in Ontario with a wide range of experience-based employment opportunities in culture, recreation, social services, education, and environment conservation	Some 90 components including Student Venture Capital, Agricrew, Students in Personnel, Legal Aid Clinics, Native Students Program, and Ontario/Quebec Exchange Program. (Detailed program brochure is available from Ontario Youth Secretariat, Box 224, Queen's Park Toronto, M7A 1Z1.)	10,000	12,000.0	1,200.0
Government of Ontario	Regular Summer Hiring** May-September	To provide summer employment opportunities to Ontario youth while assisting at the same time provincial ministries and associated agencies in the delivery of their services during the summer months.	Individual ministries and agencies select suitable candidates for technical, labour oriented, clerical, or professional jobs from applications received.	8,500	22,000.0	2,588.2
Ontario Youth Secretariat Government of Ontario	Funds for Youth Employment Counselling Centres	The objective of this program is to encourage local response to the special problems of unemployed youth. The Ontario Youth Secretariat will therefore match any monies received in support of these programs up to $60,000 per year per program. At least 25% of the program's total operating budget should come from local funding, that is, sources other than Federal funds or purchase-of-service contracts with Provincial Ministries. Funds granted through this government initiative are to be used only for youth employment programs meeting the criteria outlined. This does not preclude the centres offering additional employment related services so long as they are funded from other sources.	Government funding is being provided to help community groups develop effective services for unemployed youth. Community-based programs will be operated by non-profit incorporated organizations. Their boards are to be comprised of a wide range of people, reflecting various interested groups in the community. Proposals for these programs are to be submitted to the Municipalities in which they will operate. The Municipalities will be asked to agree that there is a need for such a program and to endorse the organization submitting the proposal. 6 Centres in Metro have been approved up to the time of publication of this Report.		The Province of Ontario, through the Ontario Youth Secretariat, will provide a grant up to one half of the operating expenditures. Grants will be made only toward operating costs. Applicants are encouraged to develop a broad funding base by seeking support from a wide variety of sources. Local funds may include donations from individuals, organizations or businesses. They may also include municipal, board of education, or community college purchase-of-service contracts. Donations in kind may be included at market value. Acceptance of a grant from the Ontario Youth Secretariat prohibits organizations accepting any additional grants for youth employment counselling from other ministries of the Ontario Government. The program has a budget of $3 million a a year for 3 years.	
Ministry of Colleges and Universities	Apprenticeship Branch (3 regional offices in Toronto)	To provide apprentice-training to qualified youth with local industry.	Year round, 2-3 year apprenticeship in: construction, service industries, manufacturing trades. On-the-job training for those 16 years of age and over, with Grade 10 or equivalent.	Served 30,000 in 1980 (Ontario total) 18,134 in Toronto		

PROVINCIAL PROGRAMS ORIENTED TO YOUTH EMPLOYMENT

LOCATION: TORONTO
PROGRAM TYPE: TRAINING, EMPLOYMENT INCENTIVE AND INFORMATION
DURATION: YEAR-ROUND AND SUMMER ONLY

* Program Not Youth Specific
** Program Youth Specific

SPONSOR	PROGRAM OR SERVICE	OBJECTIVE	COMMENTS	NUMBER OF PARTICIPANTS	ACTUAL EXPENDITURES ($000)	COST PER PARTICIPANT ($)
Ministry of Colleges and Universities	Industrial Training Advisory Committees (C.I.T.C.'s or I.T.A.C.'s)	Locate industries that need apprenticeship employees.	Advise the Apprenticeship Branch on opportunities for apprenticeship within specific communities and local businesses. Committee made up of representatives of local business, labour, and education.		Not Available	Not Available
Ministry of Natural Resources, Government of Ontario	Junior Conservationist Award Program**	To provide summer employment opportunities to Ontario youth between the ages of 16 and 19, in projects relating to study of watershed management, pollution control, soil erosion, forestry, and wild life management.	The Ministry pays $10 per day for a 6 day week plus room and board for a seven week period to candidates selected from applicants sponsored by recognized conservation agencies.	33	Not Available	Not Available
Ministry of Natural Resources, Government of Ontario	Junior Ranger Program**	To provide Ontario youth between the ages of 17 and 18, with a working and learning experience in an Ontario natural environment.	$10 per day, 6 days a week, plus room and board during July and August in work assignments involving the planting of tree seedlings, cleaning and developing water access points, improving campsites, cutting out portages, etc.	1,800	Not Available	Not Available
Ministry of Colleges and Universities	MAP 40 Program	To provide pre-apprenticeship training to post-secondary students	40 week in school basic apprenticeship skills training program.		Not Available	Not Available
Ministry of Education	S.G.I.S. Student Guidance Information System	To provide a career guidance service.	A batch computer-assisted career guidance service. Provides a print-out of individual career options and required qualifications. Also includes further training programs available.	Available through the Guidance Department of Secondary Schools.	Not Available	Not Available

3.2 MUNICIPAL PROGRAMS

This section discusses Metro programs and how the needs of youth are met by them.

The following were examined in the context of their response to their youth clientele:

1. Area Offices of the Social Services Division

The following offices were visited:
"B" 550 Burnhamthorpe Road, Etobicoke Civic Centre, Etobicoke
"C" 5799 Yonge Street, Willowdale
"D" 150 Borough Drive, Scarborough Civic Centre, Scarborough
"G" 339 George Street, Toronto

2. The Work Activity and City Adult Learning Centre Program.

Social Services Division

Area Offices

The Social Services Division under the General Welfare Assistance Act and Regulations provides assistance to any person in need who is eligible and resides in Metropolitan Toronto. Assistance is provided through 10 Area Offices and two satellite offices across Metropolitan Toronto. These offices function within the framework of the Department of Community Services and chiefly perform a range of income maintenance and counselling services, and daycare intake function. Structural changes recommended in the Report on the Review of the Department of Social Services (June 1981) have begun so recently that they are difficult to describe.

Research for this Study covered only those areas within these offices where services to youth are provided. The following staff were interviewed: three administrators, four youth workers, three co-location workers, two team supervisors, two support services supervisors, and two counsellors.

Youth Workers

Field workers or welfare visitors are responsible to the team supervisor in each office. In larger offices, teams consist of five field workers, one of whom is called a youth worker. Youth workers function as part of the field work team.

The youth workers are those field workers who have a youth caseload as part of their general mandate. The field worker's caseload varies between 85 and 100. The youth worker's is somewhat reduced. Youth are described as being 16 to 18, employable or in school, or 18 to 21 and in school. The job responsibilities of the youth worker include eligibility assessment for GWA, information, referral and follow-up. The worker may become involved in the client's problems when the situation warrants, and must be knowledgeable about community resources.

These workers are the initial contact the client has with the Area Office (Community Service Centre). They assess and identify the client's needs through home visits, determine the eligibility of the client for assistance (GWA) and make basic decisions on how that client's needs can be met within the context of the resources available in that department. Each office keeps its own initial contact forms and files which are processed by the team supervisor.

Most field workers try to see their clients every three to four weeks. If a youth is employable the field worker will require the youth to register at the Canada Employment Centre and to provide at least three job search names per day to continue to qualify for GWA. The youth must also submit a list of job searches that have been done within the monthly period. The worker may also refer the client to a co-location worker at the CEC within the office boundaries.

Field workers may refer clients to support service staff, i.e. counsellors, if they think the client needs counselling. Such a situation could occur if a client were in a potential crisis, or a teenager were unable to relate to parents or teachers. A worker may also advise clients verbally about other community resources, or may refer clients by form letter to a purchase of service agency such as Huntley Youth Services for counselling.

community resourcing or to discuss service that can be provided within the centre. It is intended that the counsellors be accessible for consultation with area office staff.

Again, there are no youth specialist counsellors, only the three types of counsellors previously mentioned. However they do see some youth since their caseload includes anyone who is on GWA. We found it difficult to assess the numbers of youth being counselled since statistics are not kept by age. One counsellor felt that his caseload was comprised of only about 10 to 15 per cent youth.

There does seem to be a change in the air regarding those clients who receive counselling assistance. In the past the clientele was mainly long-term unemployables. However, more recently, there seems to be a trend to spend more time with the clients who have temporary barriers to employment rather than those who are permanently unemployable. The relationship between the support services supervisor and the counsellors seems to be excellent in all four offices we visited.

Support Services Supervisor

The support services supervisor is responsible for the supervision and co-ordination of a program of support services to GWA recipients through a team of professional and paraprofessional personnel.

The function of the supervisor is to provide directions to staff concerning counselling (family, general, rehabilitation and teaching homemaker). Regular meetings are conducted with the staff. The support services supervisor assumes the role of resource person within the service centres. He or she also liaises with the community agencies on an information-sharing basis and sometimes sits on sub-committees in his/her respective community.

The support services supervisor is also responsible for the administration of daycare subsidy. The daycare staff consists of welfare visitors who remain in the office and clerical daycare employees. The number of welfare visitors and clerical personnel depend on the size of the area office.

Since there are no youth programs within the area offices, there are no specific youth services that fall within the responsibilities of the support services supervisor. The function of the supervisor seems to be in a state of change. The support services supervisor remains functionally in charge of daycare placements, but in most offices this does not seem to be the case anymore. The support services supervisor meets regularly with the counselling team.

A recent development is the monthly meetings between Metro support services supervisors and Nellie Ancheta-Smith, director of the Work Activity Program. The main objective of these meetings is the establishment of a working group to enable available Metro resources to be integrated and coordinated throughout the social services system.

Monthly statistics on the number of referrals to counsellors, purchase of service and/or community resourcing are kept but not according to age. Due to this incomplete data collection process it is difficult to assess how many youth are benefitting from counselling services and other service areas that fall within the responsibilities of the support services supervisor.

Conclusions

The following reflect our conclusions regarding Metro's present ability to meet the needs of the youth clientele:

- The Community Service Centres are filled with concerned committed workers, dedicated to delivering the best service they can provide. Unfortunately these centres are mainly directed to income maintenance and have not been able to develop as community based resource centres. Service is administered on an ad hoc basis because the workers are burdened by heavy caseloads, much bureaucratic paperwork, and little time. There is a lack of consistent referral and follow-up service for the clients.

- There is little consistency in the operation. Each centre operates in a different manner depending mostly on the style and character of the administrators and supervisors.

- There is an inconsistency of service delivery because of subjective assessments of client motivation by the individual workers. There seems to be a tendency to work more readily with the youth who appear motivated.

- The basic handicap of hard-to-serve youth is lack of motivation and self-esteem. The result of this is that the absence of individual attention and continued follow-up by the workers reinforces these handicaps.

- Youth have special needs and these are not being recognized nor met by existing Metro programs. We believe that a youth policy would provide the impetus needed to focus on and serve unfulfilled needs of youth.

- Youth need to be treated as a separate and special group. They are not children and they are not adults. They lack sufficient confidence, knowledge and the motivation needed to take advantage of existing services. Once they drop out of school they are totally isolated from any support network. These dropouts, unable to find work, often stay home in front of the television set or become part of the growing population of street youth hanging around shopping malls. Until they leave home and seek welfare or run into trouble with the law no one monitors their progress. They have relatively few skills, little education, and many are semi-literate, or functionally illiterate. These youth will join the ranks of the chronically unemployed unless they are given specialized assistance, before, during and after they seek welfare.

- There is no youth department within the Community Service Centres and there are no services that are youth specific with the exception of youth worker caseloads. These caseloads are mainly students on GWA rather than those who wish to enter the permanent work force.

- There is limited follow-up after referrals are made with the result that the success or failure of cases referred is not known.

- There is little coordination of youth services across Metro and limited communication amongst the deliverers of services to youth except through the referral system. Again we believe a policy on youth or youth employment would improve the situation.

- A new approach to data collection is needed. We were unable to ascertain how many youth were being served through community resource (referrals), purchase of service agencies, counselling and by co-location workers because of an incomplete record-keeping system.

- The objectives and description of co-location worker is an extremely good one. This position has the potential to really assist the GWA client if a better communication network could be developed between the area office and the CEC offices.

Work Activity and City Adult Learning Centre Program

The Work Activity and City Adult Learning Centre Program is designed to he'p those having extreme difficulty in obtaining and holding employment, offering them access to technical and vocational training programs in conjunction with academic upgrading. This is a cooperative venture with the Metro Toronto Department of Community Services and six area boards of education. The two components of the program are academic upgrading and (hands on) work experience.

The 12 upgrading locations offer classes for non-readers through Grade 10. These programs are taught by federated teachers to those who cannot fit into the local education system. Classes are held during the day from September to June at various locations. Some classes also have a component of practical learning e.g. clerical work, janitorial and building maintenance. Participants in the academic upgrading program do not have to be welfare recipients and applicants may join either segment of the program or both. At present there are approximately 900 people registered in the academic upgrading program. School boards pay for teaching staff, school supplies etc. and there is continuous intake throughout the year. The course takes up to five years to complete depending on the individual.

The work activity component is located at 177 Lakeshore Blvd. East, Toronto and provides work experience and preparation for re-entry to employment. Its main aim is to assist the client to develop good work habits, such as attitude, attendance, work quality, time management and dependability. It also helps the participant to identify the type of job that person can do and he or she is taught how to go about getting that job. Approximately 150 people participate in the Work Activity Program. This program operates daily during the week and is available to adults in receipt of General Welfare Assistance or Family Benefits. Participants are paid incentive allowances over and above Welfare or Family Benefits. The following work activities are offered: carpentry, furniture refinishing, welding, bookeeping, clerical, painting, building maintenance, upholstering, pick-up and delivery, as well as pottery, arts and crafts and horticulture. The centre also has its own cafeteria operated by program participants using a number of skills. The work component could take as long as two years for some participants.

The funding for these programs is on a joint basis with 50 per cent from the federal government, 30 per cent from the provincial government and 20 per cent from the Metro government.

The program primarily serves an adult clientele, although it may accept persons 18 years and over. It is important for our purposes, however, because of its holistic approach towards treating the chronically unemployed, and those who experience extreme difficulty in holding jobs and entering the work force. The supportive atmosphere is one in which self-motivation and self-determination can thrive. The program is very flexible and combines academic upgrading, counselling and skills training. However, it is difficult to assess the program because many of the clients appear unlikely to ever enter the permanent work force.

Positive facets of the program include a good interface with the counsellors from area offices across Metro Toronto, frequent meetings held with support services supervisors, excellent use of 30 volunteers tutoring in the 12 Adult Learning Centres, encouragement of participants to try the municipal government examinations to qualify for placement, and attempts

of the Metro personnel department to place program graduates in Metro government service.

The director reports success in placing program participants because of an excellent relationship with Canada Employment and use of personal contacts to find placements in industry. There are plans to expand employer outreach and hire a job placement officer by 1982. The current placement rate of program particpants is 47 per cent based on a three month follow- up. It is interesting to note that the Y.E.S. program reports a placement rate of 60 per cent in several of its offices across Metro. Since the Work Activity Program is working with a much more difficult clientele we have concluded that the program is relatively successful. An innovative component of the program is its incentive allowance scheme, the financial rewards which supplement income maintenance payments and promote self-determination and self-motivation. The incentive allowance is given in the following categories: attendance, attitude, work quality, use of time, knowledge of vocational strengths and weaknesses, special skills, initiative and leadership, choosing realistic goals and job seeking skills.

Every category earns a maximum of 10 points, worth one dollar each. A participant could receive an incentive allowance of $100.00 per month provided attendance in the program has been for at least 15 days in the month. TTC tickets are also distributed to members of the program as an incentive to get them to come to work. It is difficult to estimate how many clients do reach self-sufficiency because there is no readily available data on job retention after the three month follow-up.

The clients we met were obviously happy in the program. Their relationship with the director was important to their attitude; they were anxious to show their work and enthusiastic about their accomplishments.

We believe that the program could be an excellent model to motivate employable youth on welfare. It has the capacity to stimulate recipients, identify their aptitudes and provide training in a skill to enable them to enter the work force or proceed to further training. The training program should function in conjunction with academic upgrading to encourage return to the education system or completion of a school program.

The objective of the program would be to motivate youth to self-sufficiency through comprehensive academic upgrading, skills training, life skills and job preparation classes. After job placement, support counselling would continue for one year to provide a stabilizing influence during the period of adjustment to the work place.

3.3. SPECIAL PROGRAMS AND YOUTH SERVICES

The number of service agencies and special community projects that exist across Metro Toronto is extensive. To ascertain if employment needs of youth are being served by those groups, we interviewed a cross-section of people both professionally and privately associated with various areas such as the Jane-Finch corridor and Peanut areas in North York, the Parkdale and Regent Park areas in Toronto, the Malvern and Birchmount-Finch areas in Scarborough. We concentrated on areas known to have large concentrations of young people out of work and out of school.

We looked for services directed exclusively towards youth as well as those which have a youth component to assist youngsters to enter the work force.

Our objective was to discover what services were available in the communities, and to see whether our target group knew about them, and, if they did, whether they were using the appropriate service. The programs we examined had one or more of the following components: life skills, job placement, pre-employment training techniques, career counselling and job search. (We did not examine those programs that served the emotionally disturbed, the physically handicapped, or those needing physical rehabilitation.)

The three types of agencies that our target group could use are a youth employment service, a youth-specific agency, or any community agency which serves youth as part of its clientele. Only two agencies across Metro Toronto deal exclusively with youth and employment. The first is Youth Employment Service (Y.E.S.), an agency with its head office on Maude Street, Toronto, and branch offices in North York and Scarborough. Other

branches are located in Mississauga, York Region and Durham Region. The second is Parachute, a small agency located in Toronto's Regent Park.

These two agencies offer career counselling on a one-to-one basis, job placement, job search techniques, and a one week pre-employment training program. In 1980 these agencies collectively handled just under 2600 cases. Since Y.E.S. was the model used for the Ontario Youth Employment Counselling Centre Program, we have devoted the next section in this Chapter to a description and assessment of it.

There are also youth-specific agencies across Metro Toronto which assist their clientele with work entry through personal counselling, referral to other services and networking with other agencies. Mercury Youth Services has two programs for adolescents from 16-19 years of age. One deals with disturbed youth who cannot go home; the other is a walk-in youth clinic which helps any youth who has left home to find a place to live, some kind of job and provides a temporary support system until stability returns. Rick Stubbert of Mercury says, "Job placement is a major part of Mercury's service. We've combined pursuit and advocacy and we push kids through bridging mechanisms to jobs". Another youth agency is Huntley Youth Services which offers an extensive program for youth including counselling and a youth hotline for troubled adolescents. It operates two group homes for girls and two youth co-ops. An offshoot of Huntley Youth Services is Inner City Youth Project which is primarily an outreach program for alienated hard-to-serve youth who frequent the Yonge St. strip.

Some community agencies offer job placement as one component of their program. Jewish Vocational Service has a career counselling centre and a job placement centre. The prime mandate of the John Howard Society is to deal with correctional clients. Their head office is on Isabella Street and they have branch offices in Scarborough and on St. Clair Avenue West. As part of their service they have an employment team which operates in three areas across Metropolitan Toronto. Youth are a segment of the clientele of these agencies but they are not singled out for service in a separate youth program.

Both of the agencies referred to above do considerable employer outreach, job placement, counselling on a one-to-one basis and they offer pre-employment training techniques. Last year the John Howard Society placed 801 clients, 320 (40 per cent) of whom were under 20 years of age and the job placement centre of the Jewish Vocational Service placed 400 clients under 25.

There are other community-based operations with a youth component to their program. Woodgreen Community Centre operates a life skills program for youth. This past summer Neighbourhood Services in Flemingdon Park posted job listings picked up from a nearby CEC office in the hope of encouraging youth to use the Canada Employment Centre located in Overlea High School. Many community agencies such as Caribbean Outreach and York Community Services do family counselling which involves youth and some job placement on an ad hoc basis. A list of agencies is included in the Inventory. (See Volume IV Appendix F)

Interviews with a number of ethnic organizations resulted in the discovery that they had developed their own network of employers and were involved in job placement. Their services are not youth-specific yet many of their clients are youth. The Vietnamese Association has one worker involved in the employment outreach process who sees about seven youth per day, and the Toronto Chinese Association does some job placement in restaurants across Metro Toronto. But data on the number of ethnic youth actually served is vague.

Individual community people recognize the severity of the problems of youth and unemployment. Many initiatives spring from grass roots neighbourhood people such as Helen Ede in the Jane-Finch area, Cathy Forbes from the Peanut Neighbourhood Centre and Robert Brown, president of Tropicana. A young man named Spiro works with youth off the street in Regent Park and has organized soccer teams where all nationalities play together. These and many more are dedicated to helping disadvantaged young people in their community. They are not prepared to wait for institutional responses to the social problems of the '80's and may be the most valuable resource available because of their closeness to local communities.

Across Metro a number of studies were conducted this summer to look at local employment problems related to youth. Two of these studies dealt with the feasibility of establishing new Y.E.S. offices, one in North York and the other in Etobicoke. The Centre Communautaire Francophone De Toronto is conducting a study on the needs of Francophone youth in Metro.

A study is also being done on the needs of Spanish speaking people across Metro. The Scarborough Intercultural Coalition and the West End Coalition are both addressing themselves to the needs of youth in their areas. The Black Youth Advisory Committee has recently released a study recommending solutions to the problems of black youth in the Borough of York. The stage is set for action.

However, our findings indicate that there are still too few programs geared to youth across Metropolitan Toronto. Furthermore almost all existing ones operate on the referral system, and their clients come mostly from other agencies, schools or probation and parole. Youth who get into the referral system on the whole do not fare badly. Youth outside the referral system usually do not have the opportunity to avail themselves of existing support systems because they have little knowledge of what is available to them. In our Youth Survey, (Volume II, Chapter 2) out of 280 unemployed youth interviewed, 214 had never heard of Youth Employment Service and only 23 had knowledge of any community organization that served youth. We believe that the agencies keep servicing the same people, and that many youth functioning within the system go from agency to agency. Either they achieve positive results or eventually drop out of society altogether. No employment translates as no future.

We also believe that the services delivered are only a bandaid approach to a crisis situation and this is inherent in the human services system existing for youth across Metro Toronto. Institutional services, whether therapeutic, for income maintenance or job creation, perpetuate chronic unemployment. Young people must be directed towards self-sufficiency and self-motivation by long-range planning and long-term programming. One worker in Regent park summed it up well. "We should be saying, 'Hey kid! How can you help yourself? If you want it to happen, you will have to

make it happen'. That whole dependency that has gone on in housing and in welfare must stop!"

We found that follow-up of clients, with only a few exceptions, is done by most agencies on a three month basis. This minimal attention leaves the client, who has no holding skills, virtually without support unless he or she returns to his worker or agency. In many cases the client was sent involuntarily to the agency and would not find it easy to return there for help. We are sensitive to the extreme difficulties involved in responding to the hard-to-serve. Nevertheless, the lack of long-term support within the human services system, negates the enormous effort made by workers in the first place. This leaves many youth alone and hanging about, lacking confidence and self-esteem.

Only two of the agencies interviewed had community outreach workers as part of their program (Parachute and Inner City Youth Project.) Recently North York undertook a six week outreach pilot project to assess the needs of North York youth in high risk communities. York Community Services undertook a similar project during this past summer.

There was little evidence that service agencies are addressing the problems of youth and unemployment pro-actively. Most service centres operate on an ad hoc basis. Inter-agency councils improve information sharing, but there is a lack of coordination of youth services at the policy level. Programs are delivered by conscientious, committed, concerned workers; yet we could find nowhere among the people we spoke to a program that emphasized equally the major ingredients of prevention, delivery and, finally, long-term stabilization.

A major finding is that grass roots community people have insufficient information and knowledge of how the system works. Communities themselves are unaware of the wide range of services available to assist them in their endeavours. Special projects (such as the Metro Coalition Studies or the Bridging the Gap Conference) are useful to raise the consciousness of people. But there must be follow through afterwards and ongoing community development to help communities plan their own future

and meet their own needs. It is important to note that ethnic community organizations such as the Vietnamese Association seem to effectively meet the needs of their own group particularly if programs are available in their own language.

Outreach by street workers is an excellent approach to working with severely alienated, hard-to-serve disadvantaged youth. It is a way of reaching those who never become part of the referral system, who do not know where to go for help and are often incapable of making that first move. Outreach is preventative in nature; its purpose is to reach out to those in need and the process must continuously adapt to the changing needs of the youth it intends to help. The system itself leaves youth stranded. More outreach could prevent some of the resultant disillusionment and be the catalyst to motivate youth to trust the system.

Only a small portion of unemployed youth are reached by traditional services and those who have opted out are missed completely. More emphasis must be placed on preventative measures such as outreach and community development so that information is freely available and readily accessible. Many youth and their parents do not have any idea what is available to them in training programs, support services or job availability.

Once services are utilized more effectively a long-term follow-up system must be developed, possibly using a community-based "buddy" system. Young people with no holding skills and limited support need constant assurance and reassurance from their peers while entering the world of work. The problems are complicated further by the diversity of multiple nationalities living in one community. It is a great challenge to design the precise service needed and the best method of delivery. Cross-cultural bridging mechanisms, better communication, and new programs would be more effective if developed by the very people they intend to serve. Municipal governments, boards of education, agencies, community-based organizations, minority groups, parents and youth must work together towards the development and implementation of local community based service. Metro Toronto must find a way to coordinate and develop the necessary long-range plans and programs that will promote this type of

service so that federal and provincial employment initiatives will have the greatest chance of success.

3.4 YOUTH EMPLOYMENT SERVICE

The Youth Employment Service was established in 1969 by the Rotary Club and the Y.M.C.A. of Metropolitan Toronto to assist young people between 15 and 24 who are out of school and having serious difficulties in finding employment. This service assists these disadvantaged youth, most of whom have a Grade 10 education or less. Almost all lack skills and work experience. Many have been in correctional institutions and/or probation. The majority come from low socio-economic background, from problem families and are white Canadian born. Many have emotional, alcohol and drug problems.

At present in the Metro Toronto area there are three Y.E.S. offices. The original Maude Street operation is the base for Norma Penner, director of the Youth Employment Service program. There are two branch offices, one in Scarborough and the other in North York.

The purpose of Y.E.S. is to help young people to identify and realize their capabilities and potential as well as to find a job for the client.

The Service Function

Clients are referred by social service agencies, probation and parole, schools and Canada Employment Centres. Referrals are made by telephone. Interviews take place on a one-to-one basis in a counselling session. In addition the North York office accepts self-referrals.

In the initial interview, the counsellor begins to assess the client's problems as well as his or her potential and interests. In some cases problems of housing, food and clothing must be solved before the possibility of employment can be explored. Depending on the client, further interviews are arranged and a plan of action decided. The interview process could take as little as one week and up to four months or more. The plan of

action could be immediate employment, further training (i.e. various provincial or federal training programs) or education. In some cases the client may not be ready for a job and may require testing or therapeutic counselling. These clients are referred to other resources. If the client is ready and a suitable job is available, then he or she is referred directly to the job. Y.E.S. does considerable outreach for job orders and has many job orders on file.

The Y.E.S. also offers a pre-employment training program. Participants are paid $60 to attend this week-long workshop. The program teaches job search skills, filling out of application forms, resume writing, interview techniques, and offers statistics on job vacancies. Also included is a job search day in which the youth tries to find a job by personally approaching as many employers as possible in that one day. The Y.E.S. pre-employment training program is currently offered in many schools across Metropolitan Toronto. A client may return to the agency for service when a training program is ended or if a job is terminated.

At the time of writing there are two studies in Metro Toronto to determine the feasibility of opening new Y.E.S. offices. One is being undertaken in North York and the other in Etobicoke.

Success of the Operation

Since 1969 the Youth Employment Service model has effectively served disadvantaged youth who suffer barriers to employment. In 1980 the Maude Street operation served 1200 youth with a job placement rate of 70 per cent. Over 64 per cent or about 770 were still in their jobs at the end of a three month follow-up. In North York out of 464 clients, the job placement rate was 60 per cent. Of those clients, 47 per cent or about 230 were still in their jobs at the end of a three month follow-up. In Scarborough out of 705 clients, the job placement rate was also 60 per cent. Of the clients, 55 per cent or 380 were still in their jobs at the end of a three month follow-up. In 1980 the three offices put a total of 450 youth through the week-long pre-employment training program.

Y.E.S. has a large and varied clientele of employers who seek employees through the service. Norma Penner states that over 1000 employers have used the agency.

The Y.E.S. offices operate quite autonomously within the communities. There is limited representation on their advisory boards of the grass roots people who actually comprise the target clientele. As well, there are no outreach workers to develop relationships with hard-to-serve minority groups who could benefit from the service.

Many people we interviewed saw Y.E.S. as serving "middle class youth". The presence of the Y.E.S./Y.M.C.A. sign is seen as the symbol of a paternalistic agency that expects its program to serve a community without real community input and participation. We found a deep-rooted mistrust of the Y.E.S. and Y.M.C.A. and its programs by the black community, particularly in North York. The following were comments from people interviewed in North York:

- "Y.E.S. is meant for white middle class kids and never intended for Jane-Finch."

- "The Jane-Finch community says it wasn't consulted about Y.E.S. service. It was imposed on them."

- "Someone from outside the community was hired at Y.E.S., not a community person."

- "The experts think that they are the only ones who can do the job right for kids."

A small three month survey by Y.E.S. last January, February and March showed that out of 287 clients referred by the Maude Street operation only 15 per cent were of ethnic origin; at the Scarborough office out of 166 clients referred, only 9 per cent were of ethnic origin. The North York office, in its first year of operation, served 404 clients, but only 28 per cent were of ethnic origin. Of the 280 unemployed youth interviewed in our own Youth Survey, only 24 per cent (or 66 youth) had heard of Y.E.S. and a paltry nine per cent (or 25 youth) had actually used the service.

Conclusions

There is no doubt that Y.E.S. plays an important role in assisting disadvantaged youth to enter the permanent work force. Those young people who are helped benefit greatly from its service. However Y.E.S. cannot be all things to all people. We have concluded as follows:

- The Y.E.S. is very helpful to many disadvantaged youth, but it does not go far enough in its delivery of service;

- The existing referral system process does not reach a broad cross-section of the communities that the individual offices serve;

- A lack of outreach workers limits clientele to those youth who are part of the traditional referral system. Y.E.S. fails to reach other youth outside the referral system who may need the service just as much or more;

- Y.E.S. has not been able to develop an effective relationship with grass roots community groups, whose youth they aim to serve;

- The community cannot separate Y.E.S. from their image of the "Y", as an organization operated by the established white middle class; the result of this is a sense that the Y.E.S. program is often shunned by hard-to-serve groups;

- Although the North York office serves considerably more ethnic youth than the other two offices, the ratio of those served is far below the ethnic composition of the communities in which each office is located.

CHAPTER 4

THE EDUCATION SYSTEM

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4.1 SECONDARY SCHOOLS

Introduction

The secondary school system is the only major institution in our society which has the mandate to reach all youth, give them basic academic and life skills, and prepare them to enter the world of work. Yet many people, both inside and outside the system, feel the schools could be doing a better job of preparing students for the job market.

Schools today face great challenges in preparing students for the work place. These include uncertainty in employment trends, rapid economic and technological changes, less stability and more specialization in the job market, and difficulty in identifying the specific job skills that graduates will require.

The situation is complicated by many students not completing their regular schooling before they leave the system. Those who remain have a fairly good chance of receiving some career counselling and job preparation in their senior high school years. They may also have the opportunity to participate in co-operative education or work experience programs which give a taste of what the working future holds for them. It is the young people, disappearing from our schools at age 16 before the end of Grade 10 or in Grade 11, who are being seriously short-changed by an educational environment that is slow to adapt.

If the youth employment problem is to be alleviated, the Ontario Ministry of Education and the school boards must make a stronger commitment to help youth prepare themselves for employment. They must work in a cooperative, consistent and comprehensive manner to improve the opportunities for young people, particularly those who are disadvantaged by lack of education , socio-economic status, and ethnic or cultural background. If young people are to become functioning and fulfilled members

of society, steps must be taken to keep them in school longer, to ensure that they receive career preparation that motivates them to join the work force, and enough skills training to qualify them to do so.

Job Training and Skill Development Programs

Many of the representatives of technical departments we spoke to felt frustrated in their efforts to provide job skills training for their students. They expressed concern about keeping technical staff up-to-date as industries develop new technologies at a tremendous rate. They are also worried about provincial cutbacks in the level of educational funding which reduces the ability of the schools to provide new, up-to-date equipment for their students. One school board in Metro Toronto has no technical facilities, and must send students who are interested in such programs to schools of another board.

At one school board, a technical education director said that basic skill training was available in that jurisdiction but he added that only a very small percentage of the students go on to employment in the field. There are just too many barriers for students to enter the skilled trades, particularly for young people who are disadvantaged. Another technical education consultant stated that the Canadian labour market is not built for easy entry into it without education or training. In addition, he feels Canadian society retains a strong prejudice against skilled work. As a result, skills training programs continue to have a poor image and are perceived to be programs for "big, dumb kids".

Job training and career preparation should be given top priority in our secondary schools says the SERP report[1], and our findings concur with this conclusion. One method of increasing student and eventually public acceptance of job skills training programs would be to include more of these courses at all levels of education. Perhaps Industrial Arts should be compulsory in Grades 7 and 8.

Linkage

The Linkage program may be another solution to the problem of job skills training. The purpose of the program is to enhance the interface between

secondary school and an approved apprenticeship program. Linkage was introduced in secondary schools two years ago to encourage more students to enter apprenticeship after high school graduation. Linkage combines practical experience with curriculum modules intended to count towards qualification as an apprentice in any of nine specific skilled trades. The curriculum modules eliminate the necessity for the basic instructional block at a community college which is intended to shorten the total time needed for apprenticeship qualification. Unfortunately there is no guaranteed entrance to apprenticeship for a student who takes Linkage.

There are three Linkage projects each in the early stages of development. Since their inception, a number of problem areas have emerged. First, Linkage is developing a reputation as an elitist program in that the program recruits students in Grades 11 and 12, and most of its participants are in general or advanced level programs according to statistics obtained from the Ministry of Colleges and Universities. Unless the program is made available to students in lower grades, our target group of disadvantaged youth will not likely have the opportunity to take Linkage.

Another problem with the use of the Linkage program is the inability of the guidance departments of many schools to counsel students about the program. Some officials feel that guidance teachers have a limited knowledge of the program. In our own survey, heads of guidance departments mostly felt they would be able to counsel students about skilled trades, apprenticeships and Linkage, but said they would refer students to other teachers (e.g. in technical departments) for more detailed information. We believe guidance teachers must be trained and encouraged to counsel students about entering the Linkage program.

The Linkage program is also having difficulty in attracting employers. Some of them feel the program in its present form is inefficient and incomplete because the community colleges and the Apprenticeship Branch have not set consistent standards for accepting students with secondary school Linkage credits. Since employers have no legal obligation to provide the suggested apprenticeship time abatements acceptance of the program is difficult to enforce.

Still a further complication exists because school board participation in the program is not very enthusiastic in Metro Toronto. One official suggests that it is meeting with more response in middle-sized cities like Kitchener. This may be because there are more advanced training facilities in large technical schools in Metro.

TABLE III

STATISTICS REGARDING LINKAGE PROGRAM AS OF JUNE 30,1981

Boards of Education in Metropolitan Toronto

Board	# Students
Etobicoke	666
York	226
Toronto	261
Scarborough	1927
North York	1187
East York	No statistics available

Note: General Machinists and Auto Mechanics comprise the majority of participants.

Source: Ontario Ministry of Colleges and Universities.

The Linkage program has a number of benefits and can motivate students to stay in school because it provides attainable goals and advanced placement in apprenticeship. The program also standardizes many technical and pre-apprenticeship programs in the secondary schools. Students enter apprenticeship and post-secondary programs with a higher level of expertise and work experience. This means employers will benefit from hiring employees who are already highly motivated. Eventually ex-Linkage students will be reasonably productive from the outset of their jobs because they will not have to leave early during training for the in-school portion of their apprenticeship.

These benefits will only accrue if the program is allowed to thrive, school boards are urged to participate, and a better marketing strategy is developed to encourage acceptance of the program by industry and labour.

Co-operative Education and Work Experience Programs

One of the problems young people have in finding employment after they leave school is their lack of practical work experience. Alternative programs, such as co-operative education and work experience, are effective methods of preparing youth for employment, but they are not being used to their fullest advantage. Students in these programs spend a period of time, from a few days to a few weeks, out of the school environment and working for employers under school supervision.

These programs provide students with work experience before they look for a job. In addition, the students are exposed to the real-life conditions of their potential careers because they meet both people working in those fields and potential employers. They may also use equipment not available in the schools, and on occasion receive payment and, most important, they pick up academic credit for this valuable experiential learning.

As effective as these programs are, student involvement in them is very low. The Scarborough Board of Education makes the most extensive use of co-operative education of any school board in Metro Toronto; yet only 15 per cent of the secondary students at the board have participated in the program.

Some school board officials admitted they had cautious attitudes towards co-operative education programs. An important reason for the low participation rates is prerequisites for entry into the programs. Most co-operative education and work experience programs are for senior students (Grades 11 and 12), and most boards expect participants to have at least a 65 per cent average and a good attendance record. Many placement officers at the boards admitted that their co-operative education and work experience students are the "cream of the crop", because bad behaviour by a student in a work placement can deter employers from participating in the program. These entry barriers to the program screen out the students

who may receive the most benefit from this type of experience: disadvantaged youth, and potential dropouts in Grades 9 and 10. Efforts should be made by school boards to develop more co-operative education and work experience programs for younger and hard-to-serve (eg. disadvantaged, adult re-entry, early school leaving) students.

Another major problem with these programs is funding. Co-operative education programs were originally funded with seed money from the federal government, funnelled through the Ministries of Education and Colleges and Universities, starting in 1978. The two governments had a contract to provide this funding which was to be matched by participating school boards developing new programs. After two years, the funding ended and now school boards wanting co-operative education programs must develop them from their own financing. School board representatives complained about lack of money both to pay for supply teachers who cover subject teachers who are out monitoring students and to buy up-to-date equipment in the schools to prepare students for their job placements. As well concerns were expressed regarding the need for office staff and placement officers to coordinate the programs and the need to reduce the workload of teachers who spend extra work hours when they leave the school to monitor students in their placements.

Co-operative education and work experience programs are not always supported by employers and organized labour. Some unions in Metro Toronto will not allow co-operative education students in their plants because they feel these programs conflict with apprenticeship training programs and students may be working on sites where full-time employees are laid off. They also feel there are too many types of co-operative education and work experience programs, not enough coordination, and that these programs were developed without any consultation with trade unions. Employers faced with this attitude have backed down in favour of the unions. They also have their own criticisms of the program, complaining that students are at times unmotivated, untrained and inappropriately dressed. Employers also felt they were not consulted about the development and operation of the programs.

All the co-operative education consultants in Metropolitan Toronto and Peel County are members of the Metro Co-operative Education Committee. They meet regularly to share relevant information and to keep up-to-date on new programs. They are now working on a joint presentation to acquaint large industries in Metro with co-operative education and to encourage their participation.

We believe that school boards, co-operative education consultants, business, industry, labour and the governments must work together to make co-operative education and work experience programs more effective (e.g. time-tabling, student pay, insurance, skill training, etc.). School boards should also use the resource of other government services, such as the Metro Youth Services Unit, as well as local community agencies, organizations and CITC's to encourage employers to participate in co-operative education programs.

We would recommend that the Metro Co-operative Education Committee should consider employer and labour representation on its membership. It should also work with the Metropolitan Toronto Board of Trade to encourage more support for co-operative education.

An additional problem with these programs is the lack of consistent recognition of co-operative education credits in the higher institutions. There is concern that the Apprenticeship Branch has not clarified its position about giving credit for co-operative education programs. Many parents are unsure about allowing their children to take these programs: and teachers of other courses object to sending kids outside of schools to learn when there is declining school enrolment. They perceive this as a threat to their jobs.

Labour Market Needs

At present there are great shortages of skilled workers in some trades, and the type of skilled labour needed varies from year to year. Yet young people in the secondary schools are not being prepared to anticipate career flexibility and mobility. Skills training and career awareness programs offered in the schools do not reflect shifting labour market needs. The

Ministry of Education, SERP and our own research emphasize the need for formal links between industry and the schools. In our survey of heads of guidance departments, at least one-third admitted a total inability to keep up-to-date on current trends. Guidance departments must begin to liaise with governments, business and industry to be more aware of labour market needs and career opportunities for students. Available published information and materials on labour market needs should be utilized regularly in order to prepare students for skill training, apprenticeship and post-secondary education. Guidance departments should continue to identify non-traditional careers particularly those with labour shortages, and encourage all students (specifically disadvantaged and female) to enter them.

Career Awareness

Career awareness programs exist in a number of forms in the secondary schools, e.g. career development courses, life skills courses, career days at individual schools, career visits, guest speakers from business and industry, and federal and provincial Career Week materials. These career awareness programs, while well intended, may not be sufficient to meet the needs of today's young people facing severe unemployment conditions.

The schools, especially guidance departments, have come to realize that career development is a life-long process in our society; but we can no longer point young people in the direction of a single career since the majority of them will change career directions a number of times through their working lives. The secondary schools provide academic education, but there are few opportunities to relate this learning to the real world of employment. SERP recommends a clarification of the role of guidance counsellors, from Grade 7 to Grade 12, and the development of a means by which career guidance can be given additional emphasis.[2]. This would enable school boards to integrate career awareness into much of the school program. The North York Board of Education and the Scarborough Board of Education have both succcessfully used this approach across the curriculum.

Many disadvantaged youth leave the schools before they reach the grades in which career awareness courses are offered. Patterns of school leaving

are not consistent across Metro Toronto. However, certain trends became apparent when we calculated the rate of enrolment decline in individual schools in a municipality compared to the average rate of decline for all schools in that municipality. In general, those schools located near public housing complexes tend to lose more students at the end of Grades 10 and 11 than those in any other areas of a municipality. According to one school guidance director these dropouts are often "multiple-problem kids who might be pregnant, have emotional problems or a criminal record". This is consistent with general perceptions about dropouts. Problem or high risk areas are now on the periphery of the city as well as in the centre core (see Exhibit A). We located large numbers of the unemployed youth we interviewed in those areas. This supports the contention that career awareness courses are offered too late to help them.

In the course of our research we developed a questionnaire to measure the amount of career awareness preparation secondary school students are receiving. We chose 18 schools, representing all the local school boards in Metro Toronto and the Metropolitan Separate School Board. We selected composite schools with a broad range of programs (academic, business and technical) offered at different levels of difficulty in order to find schools in which the guidance staff would be exposed to the widest range of programs and types of students.

In the job preparation counselling section of the questionnaire, we asked the heads of guidance departments whether they counsel students on job search and interview techniques, writing application forms and resumes. The majority of them felt that they could instruct students in these areas, but many also stated that the students who came to them for this information were generally senior students (Grade 11 or higher). They also said career awareness courses were for senior students.

One counsellor stated the present system of career development courses was a lot of "window dressing", to show the public that students were being prepared for employment. He said the courses were not really dealing with the problems young people encounter entering the labour market.

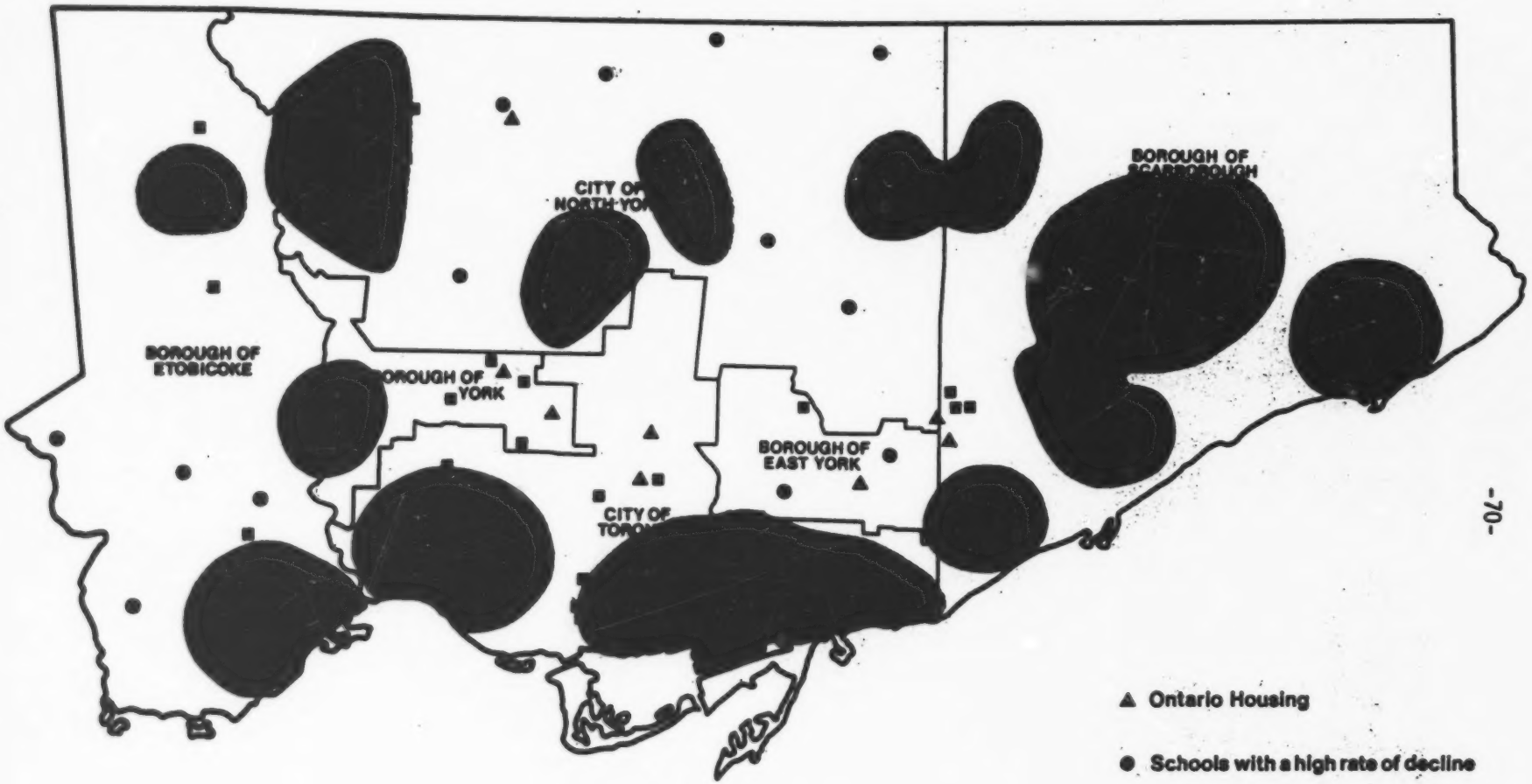

EXHIBIT A

UNEMPLOYMENT — HIGH RISK AREAS IN METROPOLITAN TORONTO

In the section on career exploration which asked about the use of computerized career exploration systems, advice on non-traditional jobs, and student reaction to such jobs, the majority of heads admitted that senior students again made up the largest group of those receiving this information. In the section on the counselling environment, one-third of the guidance heads admitted they had received no specific training themselves to do career counselling. These findings were substantiated by the 530 youth we interviewed.

Schools must assure that students leave the education system with a basic understanding of what is expected of them as employees. Reasons most often cited by employers for rejecting job applicants include little interest in the job, a past history of job changing, an inability to communicate, and immaturity. Many people feel it is the lack of appropriate attitudes, not the lack of job skills, that account for job dismissals. It has been repeated often that students have unrealistic attitudes about the world of work.

In recognition that a great number of students leave the system by age 16, the following aspects of job preparation are essential for students by Grade 10 at the latest:

- Some work experience;
- Knowledge of positive work attitudes;
- Basic job skills;
- Knowledge of employees' rights in the work world;
- Knowledge of how the economic system functions;
- An understanding of responsible behaviour expected in an adult;
- Awareness of job prospects and salary expectations related thereto;
- What is expected of one when faced with the task of finding work.

Schools are receiving a great deal of pressure to provide career education which will achieve the foregoing. What is also needed, but has not yet been provided, is a firm set of guidelines and the resources necessary for counsellors to deliver this career education service. Some suggestions to achieve this follow:

- The expansion of guidance departments so they are the coordinating mechanism to implement (career education) program changes which may involve curriculum writing, re-training of teachers, etc.

- Increased contact with more students to encourage career awareness and provide more related material to them. (One guidance teacher estimates only 20 per cent of the students in his school come through his department).

- Creation of job placement centres in existing school facilities: to help students find full and part-time employment; to provide co-operative education and work experience job placements; to learn about resources for skill training, apprenticeship, career information, labour market needs, etc.

- Better coordination amongst guidance staff, business and technical departments and those in charge of co-operative education and work experience programs to provide students with the most comprehensive information available, and to assist them to make clear cut and viable career choices.

- Improved consultation with parents (particularly of disadvantaged youth), industry and labour to encourage communication and information flow about career opportunities for young people.

- More funding from the Ministry of Education and school boards for these purposes.

Internal/External Program Coordination

To provide students with the widest knowledge about training and employment programs, schools, especially guidance departments, must be able to access consistent and comprehensive information.

While many of the heads of guidance departments we interviewed felt confident about counselling students regarding job skill training programs, co-operative education and work experience programs, others admitted

that they were not in contact with many of the youth employment programs available in the community and in business and industry. This lack of communication between the schools and the community may be closely related to the students lack of preparedness for the world of work, and their lack of knowledge of the available resources to help them once they leave school.

Re-entry Programs and Alternative Education

There are a variety of alternative education programs at the secondary school level which would be useful to disadvantaged youth, (particularly dropouts) and out-of-school adults who require basic education. Correspondence courses provided free elementary and secondary education to more than 63,000 adults in 1979-80 who chose this independent learning method. Students in correspondence courses also have access to the services of vocational counsellors who can assist them in making career plans. They may also take career development and life planning courses.

Any individual, 18 years of age or older, who has been out of school for one year, is eligible for Equivalency Credits for Mature Students (up to a maximum of 12) which are applied towards the 27 credits required to complete a secondary school diploma. The experience gained in "the school of hard knocks", such as any apprenticeship training, home study course or night school program or work experience can be counted towards an SSGD.

Some Metro area secondary schools operate re-entry programs to encourage a return to school and to bring students to the Grade 12 level in basic areas. Often students can apply for government grants while studying, and re-entry programs with co-operative education components are useful in providing an income for these students.

The major problem with these programs is that they are not receiving enough publicity. The people who need them often have not heard of them. One in every four adults in Ontario is under educated: according to UNESCO, the standard for print-oriented societies like Canada and the United States is that anything less than a Grade 8 achievement is classified as functionally illiterate. The Work For Tomorrow (Allmand) Report strongly claims that far too many Canadians fall into this category.

The current high level of youth unemployment combined with a lower level of enthusiasm for the current secondary education system means that a large proportion of young people would prefer a less rigid form of education. This educational process could take many forms, often interrupted by work or by travel. The traditional educational institutions are not equipped to educate in such a flexible manner at the present time. SERP suggests that schools alter their organization to allow greater ease for the coming and going of students without them earning the derogatory "dropout" label.[3] More school re-entry programs should be available to school leavers. School boards should consider off-site locations for these programs since such sites would be more attractive to school leavers who have been out of the education system for some time. (The Carleton Board of Education operates a very successful alternative off-site re-entry program.) Adult Day Schools (e.g. Scarborough and York Borough Boards of Education) are another model and might operate on a shift basis to encourage shift workers to improve their academic qualifications.

4.2 POST-SECONDARY EDUCATION

Community colleges have been the major providers of skill training in the province since 1966, when the Ontario College System was established. Enrolments at the secondary level have begun to level off or decline. However, the colleges are experiencing continued growth and expansion, as both high school students and adults who have been in the work force for some years seek the practical, career-oriented training which the colleges offer.

New technology is causing rapid changes in the work place. Thus adults, realizing that their skills and knowledge must be upgraded, are coming to colleges in increasing numbers. This is exemplified by courses in computer programming which are filled to capacity everywhere.

Community colleges are in close touch with business and industry, as well as with the provincial and federal governments. They monitor the needs of the local work force in Ontario and in the country as a whole. Program content is responsive to those needs and the skills required to meet them. This accounts for the colleges' success in placing their graduates in jobs.

Committees which represent business and industry in an area served by a college advise on program content and changes. In some colleges, teachers are encouraged to work in industry during summer breaks and sabbaticals so they will be up-to-date on manpower requirements and new developments in their respective fields. With input from industry, as well as from the federal and provincial governments, the colleges feel able to provide programs which correspond to needs for skilled or semi-skilled workers in the Ontario labour force.

George Brown College is an excellent example of a college particularly sensitive to local needs. It is oriented to vocational training and is able to create special programs on very short notice when a special need arises for workers with particular skills. Conversely, if there is an oversupply of workers in a certain area, or if automation is going to replace a job, programs can be cut back, eliminated or adapted to respond to the new situation. As well, George Brown has embarked on some innovative projects in anticipation of significant changes in the labour market. One is a joint venture with the Toronto Board of Education to do counselling and placement of potential school dropouts. The other is a project shared with Control Data to provide computer assisted learning for unemployed youth who need upgrading. Cooperative ventures with private industry, notably Control Data and Honeywell, are producing innovative learning opportunities for the disadvantaged and the disabled.

University graduates, discovering that a B.A. in English does not mean an instant job, are enrolling in colleges to be trained for employment. At the same time, the age of continuing education students has dropped from more than 40 years to between 25 and 35 years of age. George Brown College now advertises its continuing education programs on CHUM, a rock station, in order to catch a younger audience. However, there are not limitless places in the colleges, and the effect of this changing clientele is to bump out the Grade 12 graduates for whom the colleges were established.

Social activism and commitment to radical changes which characterized students in the 1960's and '70's have been replaced in the 1980's by a

conservatism governed by inflation and unemployment. During our research counsellors at the colleges commented repeatedly on the new seriousness of purpose in students these days.

Four Colleges of Applied Arts and Technology or CAAT's serve Metro Toronto: George Brown, in the City of Toronto, Humber in Etobicoke, Centennial in Scarborough, and Seneca in North York (and York Region). The goals of college and manpower training programs were published in Education Ontario, Spring 1980. One college goal — "to meet the educational needs of adults and out-of-school youth, whether or not they are secondary school graduates " — is of direct relevance to our target group of disadvantaged youth. In addition, the same document stated that another major goal of education is to provide the "skills and attitudes that will lead to satisfaction and productivity in the world of work."

The Ontario Ministry of Colleges and Universities Act, 1971 enables the Minister to establish colleges to offer programs of instruction in "... vocational, technological, general, and ... training in day or evening courses for full-time or part-time students". Under the terms of "the federal Adult Occupational Training Act, 1966-67, the Ministry of Colleges and Universities, and through it, the colleges, have a role in manpower training programs. These training programs provide skilled and semi-skilled labour, bridge the gap between education and industry, and provide information to assist in the development of an overall manpower strategy.

The operative statement of the colleges' role remains in a speech made by the Honorable William C. Davis in May 1965. The course offerings envisaged at that time included "general adult education programs, re-training, upgrading and updating courses, and other courses to meet local needs". The colleges were proposed as comprehensive institutions "providing a wide variety of programs of varying length including work-experience programs, by day and in the evening, for adults as well as for youth, and for probably more part-time than full-time students." These statements predicted the need for open, flexible programs for adults wishing to improve their education and/or training, but for whom the secondary schools and universities were not viable alternatives.

To gain a broad perspective as to how the foregoing mandate was being fulfilled, we interviewed a number of college administrators, instructors, counsellors and placement officers at all the CAAT's in Metro Toronto. All were articulate and showed great concern about the problems of youth entering the labour force.

In our discussions we discovered that the opportunities for disadvantaged youth at the CAAT's are excellent, as far as they go. Innovative and effective programs exist which address the special needs of school dropouts, former criminal offenders, psychiatric patients, single mothers and other young people who may need a hand up onto the first rung of the ladder to independent well-being. The most obvious problem with the programs is, however, that there are not enough facilities at present to meet the needs of the thousands of young people in Metropolitan Toronto who could use them.

Post-secondary training and education that may be useful to disadvantaged youth exist, to a very limited degree, at the University of Toronto, York University and Ryerson Polytechnical Institute. Opportunities occur mainly through mature entry standing or University of Toronto's Transitional Year Program. Any special programs provided by these institutions to our target group are exceptions. They are not mainstream academic programs and where they do exist, they are restricted to a special and extremely limited clientele. Therefore the primary focus of our discussion will be the Colleges of Applied Arts and Technology.

Programs Relevant to Disadvantaged Youth
Preparatory to Academic/Vocational Training

Basic Job Readiness Training (BJRT)

- Offers life/work skills and a basic academic grounding to disadvantaged and chronically unemployed youth and adults, to help in employment and life management.

- Exposure to various occupational training programs at the CAAT's is offered.

- Students may be sponsored by the Canada Employment and Immigration Commission (CEIC) or other referring agencies.

Basic Job Training for Skill Development (BTSD) (Occupations)

- Offers life/work skills and academic upgrading to dropouts. On completion of the course students receive a certificate. Approximately 4600 students take this course a year.

- Students may be sponsored by CEIC or other agencies.

Basic Training for Skill Development (BTSD) (College Preparatory)

- Provides academic upgrading necessary for entrance to post-secondary or skill training courses.

- Specifically for dropouts.

- Students may be sponsored by CEIC or other agencies.

College Vocational Programs (King Campus, Seneca)

- Offer life/work skills and academic secondary school upgrading to students from secondary school, vocational or occupational programs.

- Only 22 students a year take the program.

- There is no CEIC sponsorship, although the Ministry of Colleges and Universities may provide some assistance.

English as a Second Language Program (ESL)

- Provides students with a working knowledge of English and an introduction to the Canadian cultural and work environment.

- Students may be sponsored by an agency.

Industrial and Vocational Orientation (George Brown College)

- For dropouts: they are exposed to various programs throughout the college to discover which training programs may be of interest to them, and what skills may be required.
- Life/work skills are also taught.
- It is run 20 times a year, with 20 students in each session.
- Sponsored by CEIC.

Preparatory Education Program (PEP) (Centennial)

- For unemployed single parents, who may be receiving General Welfare Assistance.
- Provides life skills, academic upgrading, and encourages vocational planning.
- 90 per cent of the students go on to employment or other college programs, but only about 50 students take the program a year.

These programs are examples of the many academic and work preparation programs offered at the CAAT's. In all of the college programs available to disadvantaged youth, basic life and job search skills are an integral component. Graduates are taught to handle interviews and are given a general knowledge of what is expected of them on the job. Several programs provide an introduction to the job market: letting students know what is involved in various types of jobs, what skills are required, and what programs are available to provide these skills.

As was discussed in Section 4.1, many young people have been given little or no information about the variety of jobs in the Canadian labour market before they leave secondary school, and they are ill-equipped to know what to try for. Programs such as Industrial and Vocational Orientation at George Brown or Introduction to Non-Traditional Jobs at Seneca, give students the opportunity to find out what is available to them, and to

discover their own potential skills, talents, and interests before they make a selection.

Most of the students who enter these programs have had serious educational and social problems. They are helped to identify their own strengths, and their feelings of dignity and self-worth are reinforced. In the testing process for these programs, college staff frequently find exceptionally bright people who have never realized their potential.

Many CAAT guidance counsellors feel that the colleges are the best place for many disadvantaged youth who have not had adequate academic or vocational preparation in secondary school. According to one counsellor, "These kids need special counselling as well as an opportunity for upgrading and skill training. Without it, they're lost. They don't know where to find work, and when they do, they often don't have enough basic math or English or basic work skills to keep a job."

Issues

There are several areas which present real or potential problems for disadvantaged youth in the CAAT's and subsequently in the labour force. There is a widening gap between the skills required to function in an increasingly sophisticated technological society and the lower-level skills obtainable by people with limited education. What follows is a brief discussion of some of these issues.

Emphasis on High Technology

In order to maintain Canada's competitive edge in a post-industrial market which is increasingly dominated by computerized technology, the federal and provincial governments have placed high priority on technological training. The BILD Program announced in January 1981 is Ontario's blueprint for economic development in the 1980's. This year, the provincial government will begin to distribute, out of the BILD program, $8 million to CAAT's throughout Ontario so that they can gear up their facilities for high technology training. An additional $5 million will be distributed for the next five years to create specific Employer Sponsored Training Programs, focussing exclusively on high technology industries. The BILD

Program does not overlook disadvantaged youth completely. An Ontario Youth Employment Counselling Centre program was established to provide counselling and pre-employment training to assist unemployed, disadvantaged youth to enter the work force or training. The question is, will the level of training program they need, and the type of jobs they can do, be available to them after they use the OYECC program?

Nearly 50 per cent of college admissions to post-secondary courses are in high technology areas. The federal government is withdrawing its support of business and commercial courses at the colleges in favour of high technology courses. The rationale for this move is based on the premise that most job vacancies will occur in high technology areas. We have been unable, however, to obtain any specific information about the specific types of high-tech jobs that will be available over the next five years and in what quantity.

This new thrust will widen the gap between youth with higher academic qualifications (such as SSHGD's and University degrees) and those without. It also means that large numbers of youth who are not technically or mechanically oriented will be handicapped by the new priorities. The emphasis on highly skilled workers and high technology opportunities does two things. First, it creates an exaggerated focus on one segment of the economy; and secondly, it prolongs the devaluation of other less sophisicated but necessary forms of work.

Cutbacks in Programs for Disadvantaged Youth

In the past three years, the federal government has withdrawn its support of BTSD programs at most CAAT's in Ontario by reducing the number of seats purchased. Doug Light, President of George Brown College, which suffered a 30 per cent reduction in seats last year, predicts that by 1982 BTSD may be eliminated altogether. The federal government through the Canada Employment and Immigration Commission (CEIC) does not consider basic upgrading as part of direct job training. Both federal and provincial governments feel that this should be the responsibility of secondary schools which, feeling the effects of declining enrolment, could accommodate youth in either the regular program or special "re-entry" alternative

programs. This would require careful planning since those youth needing this kind of academic assistance quite obviously have not had a successful secondary school experience.

Cutbacks in BTSD programs mean that opportunities for disadvantaged youth will be substantially reduced. More emphasis will be placed in on-the-job training, with incentive funds going directly to employers to train their own workers, or to programs like Training in Business and Industry (TIBI) in which colleges cooperate with industry in providing teachers and planning curiculum for in-house training. The problem for disadvantaged youth with this type of program is again obvious. They do not have the skills or education to get a job in industry in the first place. Today even apprenticeship students are having difficulty in finding employers to sponsor them and most of them become apprentices from jobs on the shop floor. As mentioned in the previous Section, secondary schools are providing neither enough solid information about the job market nor adequate career planning.

Training Allowances for Disadvantaged Students

A major impediment for financially disadvantaged youth to obtain adequate occupational training or upgrading is the inadequacy of funds provided by CEIC to the students it sponsors at the CAAT's. Students who live at home with their parents receive $25 per week. Those who live on their own can get $78 per week, and if they have a family with one child, $110 per week. These weekly allowances fall far below the minimum amount deemed necessary to support individuals today in an urban environment such as Metro Toronto.

Also, students do not receive their cheques until after their third week in the program. Thus, unless students have other sources of income, it is difficult for most to make ends meet. The type of person who needs these training programs often cannot moonlight, because he or she has had difficulty getting work in the first place. The addition of a financial burden in addition to the educational challenges is very difficult to handle.

Vocational Training Programs Relevant to Disadvantaged Youth

Apprenticeship

- Provides on-the-job training in construction, service and manufacturing trades in a two to five year program.
- Many thousand of apprentices take part in the program each year.
- A detailed discussion of the program can be found in Volume III Section 2.1.

MAP 40

- An abbreviated experimental apprenticeship program.

Canada Manpower Training Program (CMTP)

- A skill re-training program which may include occupational, academic, work attitudes, language and apprenticeship training components.
- Students receive a training allowance.

Occupational Training Programs (Short Courses)

- Provide specific skills training in programs varying in length from three to 52 weeks.
- The placement rate in these programs ranges from 89 to 94 percent at the various CAAT's.

Post-Secondary Programs

- Prepare secondary school graduates to enter the work force at a technician/technologist, professional or junior managerial level.

- Applicants to the colleges who are not high school graduates must apply as mature students (over age 19).

A major issue that emerged from our investigation is the clientele presently being served by the CAAT's and the age requirement for entrance. The Ministry of Colleges and Universities has raised the minimum age for admission to college programs for students without a Grade 12 diploma to 19 years. This applies to students who pay their own fees, not those sponsored by CEIC, for whom the minimum age is 17. Declining enrolment in the secondary schools at present means that by 1985 the CAAT's will not have as many students applying for admission from Grade 12. This will make room for adults in a lifelong learning stream and out-of-school youth. There will be opportunity to increase facilities for youth who need job skills training and academic upgrading.

Such is not the current situation. In 1970, 90 per cent of students were admitted to the CAAT's with a Grade 12 diploma. In 1980, 53 per cent were admitted with an SSGD: 47 per cent have had a Grade 13 SSHGD or better. Because of the number of people wishing to enter the CAAT's who have more than a Grade 12 education, the colleges are becoming inaccessible to many young people with a sincere interest in vocational training. We agree with recommendation 62 of the Secondary Education Review Project (SERP) which suggests that the Ministries of Education and Colleges and Universities help bring together representatives of the secondary and post-secondary levels of education to clarify the roles of each level with respect to programs, and the admission criteria of the post-secondary institutions.

Community colleges play a strong role in the education of young people who are not university bound. They play a vital role in the education of the disadvantaged. Their endeavours should be enthusiastically supported.

FOOTNOTES

CHAPTER 4

1 See: Ministry of Education, Ontario. "The Report of the Secondary Education Review Project". Submitted to the Honourable Bette Stephenson, M.D., Minister of Education and Colleges and Universities. October 30, 1981, p. 47.

2 Ibid., p. 73.

3 Ibid., p. 58.

EXHIBIT

CHAPTER 4

Exhibit A - Map showing High Risk Areas in Metropolitan Toronto.

POOR

QUALITY

ORIGINAL